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NATIONAL LEADERSHIP DEVELOPMENT SEMINAR FOR STATE DIRECTORS OF VOCATIONAL EDUCATION. FINAL REPORT.

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Thirty-four State Directors of Vocational Education or their designated representatives attended a 1-week leadership development seminar for the purposes of developing skills in problem identification and solution, developing interpersonal competencies, assisting in group formation, and beginning a process or developing a model for future action. The seminar consisted of three major presentations by Felix Robb, Curtis Aller, and Roy Dugger, generally dealing with the current status and trends in vocational education. The remainder of the seminar was conducted on a small group discussion basis. A paper on the problem-solving process and three background papers from State Directors are also included. Specific plans emerged for (1) a four-state study, involving members, on how to more effectively utilize staff of state departments, (2) a task force group to continue to study the scope of vocational education, and (3) a change in the structure of national meetings held by State Directors of Vocational Education to "problem-solving" as opposed to the traditional "speech making." (MM)

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U.S. DEPARTMENT OF
HEALTH, EDUCATION, AND WELFARE

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Mary P. Allen

American Vocational Association

Washington, D. C. 20005

March, 1968

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The author wishes to acknowledge the very substantial contributions made to the seminar by Mr. E. P. Hilton, State Director, and by the staff of the Kentucky State Department of Vocational Education, Frankfort, Kentucky; and to Dr. Cyril Mill, National Training Laboratories, Washington, D. C., for the staff he assembled from among persons in the National Training Laboratories network.

SUMMARY

The need for a leadership development seminar for State Directors of Vocational Education became apparent as the states attempted to carry out the mandate of the Vocational Education Act of 1963 to provide appropriate vocational education opportunities for "all persons of all ages in all communities of the State."

Each State Director occupies a crucial position in the Federal-State-local partnership in vocational education. Each is called on to work cooperatively with educational leaders at many levels; oftentimes the State Director serves as a catalyst for bringing together educational administrators, employment services, economic planners, industrial development groups, welfare agencies, labor organizations, and others to create relevant occupational training programs to benefit individuals as well as the community, the State, and the Nation.

Since 1963, a period of change and expansion in vocational education, approximately one half of the fifty State Directors have been named to the positions they now hold. In their new roles, few have had an opportunity to participate in leadership development activities nor have they had the time and resources to work together as a group on common problems, aims, goals, principles, and purposes.

A leadership development seminar was designed to help each State Director of Vocational Education acquire insight into his role as a key educational leader within his State, and to see himself as a member of the group. Specific goals for the conference were: To help State Directors acquire skills in problem identification and solution; to assist State Directors in developing interpersonal competencies; to assist in group formation; and to set in motion a process and/or model for future action.

The seminar consisted of three major presentations followed by discussion periods. The remaining time was spent in small groups where State Directors worked on group processes and problem solving.

Reports generated during the meeting, and a subsequent questionnaire to evaluate the conference (completed three months after the conference concluded) revealed that the seminar was successful in accomplishing its purposes.

INTRODUCTION

This report describes a one-week leadership development seminar conducted for State Directors of Vocational Education with the help of consultants from the National Training Laboratories.

The need for a leadership development seminar became apparent as states attempted to meet the mandate of the Vocational Education Act of 1963 charging State vocational education leadership with responsibility for providing appropriate vocational education opportunities for "all persons of all ages in all communities of the state."

Each State Director occupies a crucial role in the Federal-State partnership in vocational education. Program development, in all its quantitative and qualitative aspects, is a primary concern. In the position of State Director for Vocational Education, each is called on to work cooperatively with educational leaders at many levels; often times, the State Director serves as a catalyst for bringing together educational administrators, employment services, economic planners, industrial development groups, welfare agencies, labor organizations, and others in creating educational programs that benefit individuals, as well as the community at large.

The impact of technological change has added still another dimension to vocational education leadership. Concepts and principles must be adapted to new techniques in education; individuals need to be prepared for employment in new and emerging occupations; the process of vocational education oftentimes involves a wide range of psychological, health, and remedial education services.

Since 1963, a period of change and expansion in vocational education, almost one-half of the fifty State Directors have been named to the positions they now hold. Since assuming their new responsibilities, few have had an opportunity to participate in leadership development activities, nor have State Directors had time and resources to work together as a group on common problems, aims, goals, principles, and/or purposes.

The leadership development seminar was designed to help each State Director of Vocational Education acquire insight into his role as a key educational leader within his State, and to see himself as a member of the group. An opportunity was provided to review basic principles and practices of vocational education; to relate these principles and practices to current and future problems. An opportunity was provided for participants to develop new concepts about leadership functions; to acquire skills in problem definition; to gain practice in productive use of consultants; and to assess his role as an individual and as a leader in vocational education.

METHOD

Thirty-four State Directors, or their designated representatives, attended the seminar held in a secluded setting at Kentucky Dam Village State Park. (Listed in Appendix A) Members of the State Vocational Department Staff helped in making physical arrangements, providing transportation, and performing many other services that were needed. Logistics for this type of an operation were not a simple task since it involved the bringing together of individuals from all over the Nation.

Mr. James R. D. Eddy, Dean, Division of Extension, University of Texas, served as a major consultant both in the planning and execution of the project. In addition, the seminar staff was composed of five trainers from the National Training Laboratories who designed and planned the activities for the group. Specific goals for the conference were as follows:

1. Help State Directors acquire skills in problem identification and solution.
2. Help State Directors develop inter-personal competencies.
3. Help State Directors in group formation.
4. Set in motion a process for and/or model for future action.

The first day of the seminar was structured around three major presentations followed in each case by a discussion period. Mr. Jack Konecny, Assistant Director, James Connally Technical Institute, lead the discussions. Presentations were as follows:

1. Dr. Felix C. Robb, Director
   Southern Association of Colleges and Schools

2. Dr. Curtis C. Aller
   Associate Manpower Administrator
   Department of Labor

3. Dr. Roy W. Dugger, Director
   James Connally Technical Institite
   and Vice President, Texas A & M University

(See Appendix B, C, and D for their presentations)

A Monday night session was structured by NTL consultants with four small groups meeting simultaneously to consider "what happens in the group."

The remaining three and one-half days were spent in working on group processes and problem solving. The Directors formed several small groups and held general meeting of the entire group as the need arose.

The discussion model used on the small working groups (Appendix E) included problem identification; diagnosis of problem through identification of restraining forces; brainstorming action alternatives; and selection of activities from among the alternatives.

Problem solving sessions were interspersed with progress reports to the entire group.

Background papers were requested of several State Directors on subjects of special interest. (Appendix F) Reading materials were also collected and distributed to each participant. (See Bibliography)

FINDINGS

On the last day of the seminar, the staff led a general discussion on the results of the week's meetings. A part of that session was tape-recorded, and is included here to show, in part, the reactions to the seminar by those who participated:

STATE DIRECTOR I: Has anybody ever tried to put into words what our purpose is as an organization. You fellows have been working with this group all week. Have you gotten a sense of what we feel we think we ought to be?

STAFF: I have one idea which I sort of got in around the chinks this week - that one of the things I saw you doing every time you ended up a formal session was to say: "O.K., John, what are you doing in such and such -- in T & I -- or how are you handling this problem related to the public law." -- and I hear a lot of discussion going around specific things that are going on in "my State," but you always did it in an informal session. You didn't do it systematically. The implication for me was that one of the ways you treat your national meetings is to get specific ideas about how I should handle a particular thing -- and I think it would be possible, say, before a national meeting, to get around to you some questions which would allow you to say: "Where would you like to get help -- and maybe, who would you like to get help from?" Who do you think in the Nation is doing the best job in T & I? -- or whatever. Then you could build a conference around helping one another, or you may want to get some other resources. You may want to say: Who in the U. S. Office, or some other place, has the kind of information you need to help you on a particular problem, and you could build a conference around actually doing work on that problem and utilizing that person as a resource, by just calling him in, or having him stand by on the phone, or whatever.

STAFF: Maybe we could pick up on this where we started -- how do we see this organization. Again, we established a norm yesterday that seemed to work -- that is, if people want to join us to say something they can move right on into the circle. We don't have too much time, but we'd certainly like to invite you to do this.

STAFF: One of the things we were talking about at breakfast was that you've had representation here of about two-thirds of your total organization. Out of that, some people have been here all the way through, some people have left. It seems to us that what has been going on here represents something that is very important to you. One of the things you might want to consider is how are you going to communicate what happened here to the thirty-six of you to the other sixteen or seventeen people who did not attend this meeting. If this is something that you feel is important, it seems that it would be vital that the other people somehow get some information about what went on here and what some of the next steps are this group is going to take. This may be something that you want to consider before you break up -- that is, how are you going to communicate it to the rest of the people?

STAFF: I guess building on this -- the design we had to try and test this out will be to raise this question, that was just raised, and maybe take three minutes just talking to one or two people next to you and brainstorming around the notion of how are we going to communicate this in a meaningful fashion to the people who are not here; not only, I suppose, to State Directors, but also to members of our own organizations. For example, those over whom we have some responsibility or authority. Would you do that -- just where you are sitting now -- take two or three minutes -- communicating this conference to other people, and then we'll feed it back into the tape recorder.

STATE DIRECTOR I: We came to the conclusion that a written communication to this particular group is out. The only way that we can successfully communicate is through demonstration . . . a reinforcement of the methods and processes used here in future meetings, and carrying the demonstration on a little bit farther into a practical basis (not saying that the other isn't practical) back to the States to a working level . . . carry on the same processes within the State organizations, working hard to obtain a high degree of success, and using your particular State's success in communicating with others who are trying the same thing, and using the areas for models for other States, hoping to involve them.

STAFF: O.K., if I hear you, at least one suggestion for a communication model is to take this stuff back and start trying to put it into practice and hoping to communicate via a model, if you will.

STATE DIRECTOR II: I don't think it is possible to really communicate an experience. You can talk about it, but people don't get an understanding of it unless they've participated. In our chat here, we decided that probably a written report would be forthcoming, but it's not really going to tell the story. There are a lot of things that won't appear in that report - the hesitancy of some of the people in the group to join in, probably the lack of depth of understanding of the group that handicapped the staff initially; I think you understand us better now.

STAFF: We hope you understand us better, too.

STATE DIRECTOR III: I think that was a handicap, too. Our lack of understanding of your role in dealing with the group. This you can't put into a report. You really can't communicate it.

STATE DIRECTOR IV: I still think we have to have a report.

STATE DIRECTOR V: Oh, yes, we'll have one, but there are things that you write in a report that may tell about some of the problems but the people who weren't here and didn't experience the problems just won't understand.

STATE DIRECTOR VI: Someone had an idea here that while you can't communicate entirely, the thought was to set up a similar type of panel like this at our AVA Convention consisting of four or five who are here, and just have them react for the group as to how they felt, how they reacted, as a means of communicating with the group, and over a period of time, any reactions today are somewhat immediate reactions, but between now and then we can look back in retrospect on how it affected us.

STATE DIRECTOR VII: One other thought that came up is that in our regional conference we relate what went on here, and try to demonstrate the techniques. We have four states here who want to work on a regional basis. Another idea is that we each select a state within our region close to us and work with the State Director to relate this information to him.

STATE DIRECTOR VIII: Having gone through all this, as you think back on it, as time goes on, the techniques and approaches to these things kinda leave us. This concerns me a little bit about how we get this communicated to groups we try to work with -- can we get some little reminder -- here are the steps, the suggestions, some sort of a reminder?

STAFF: I think you're going to have copies of all the materials that we have generated here, some of the models, some of the designs, if that will be of some help.

STATE DIRECTOR IX: I'd like to make one other comment, and I am just recognizing the problem here. On the part of the whole group of State Directors, we are under a great deal of pressure to do routine that we face daily, we all have a series of crash projects that we have to work on with the legislature, the Governor, or whoever else asks us -- we work on these things. The temptation is to put things like this off; that's the problem I need to work on, but I'll do it next week, and next week becomes next month and next year and before long you're faced with a situation where it becomes a crash problem, and you've got to drop everything and deal with it, where a lot of the problem solving, as I can see it right now, could be done with enough lead time for thoughtful approaches and really trying to come up with a new approach or an innovative approach, instead of doing the only thing that occurs at the time. I just wanted to throw this out. I think all of us could probably be just forewarned that the temptation is going to be there to forget all about this.

At the concluding session of the seminar, these specific plans emerged:

1. A four-state study, involving staff members on how to more effectively utilize staff of state departments.

2. A task force group to continue to study the scope of vocational education.

3. A change in the structure of national meetings held by State Directors of Vocational Education -- a change to "Problem solving" as opposed to the traditional "speech making." Beginning with the State Director's meeting held in Cleveland, December, 1967, two days of "problem solving" were scheduled for inclusion in the agenda.

Three months later, State Directors were asked to evaluate the seminar by responding to a questionnaire. The questionnaire solicited comments as to the value of the seminar. Findings and comments are summarized as follows:

Questionnaire to Evaluate Leadership Development
Seminar for State Directors of Vocational Education
Kentucky Dam Village State Park - Gilbertsville, Kentucky

May 21-26, 1967

ARRANGEMENTS

Location

1. Was the choice of the location for the meeting Excellent 17;

Very Good 12; Good 1; Fair ______; Poor ______;

Comments: ______

2. Does this type of location contribute to more effective learning?

Yes 29; No 1.

Comments: ______

3. Would the same results have been achieved if the meeting had been held in a large city hotel?

Yes 1; No 18; Don't Know 10.

4. What changes in a choice of location would you suggest?

____

Facilities

1. Was the housing satisfactory?

Yes 30; No ______.

Comments: ______________________________

2. Were the meeting rooms satisfactory?

Yes 26; No 2.

Comments: 1 - Not too good; 1 - No comment

3. Were the hours spent in meeting About Right 25; Too Long ______; Too Short ______. 5 - No answer.

4. What changes would you suggest to improve facilities? ______

____

PROGRAM

General Meetings

1. First Session (Monday)

   a. You have already evaluated each presentation. Condsidering the total seminar, was the time spent in general presentations Too Long 6; Too Short 1; O.K. 20.

   3 - No answer

b. Would it have been better to limit general presentations to one a day rather than all on one day?

Yes ___16___; No ___6___; No Difference ___5___.

Comments on this Session: ___3 - no answer___.

2. Second Session (Friday morning)

a. Was the summarization by the panel of National Training Laboratory leaders

Excellent ___2___; Very Good ___11___; Good ___8___;

Fair ___3___; Poor ___1___; 5 - No answer.

b. Was the final panel on "future directions"

Excellent ___2___; Very Good ___11___; Good ___9___;

Fair ___2___; Poor ______; 6 - No answer

3. Human Behavior (Process Groups)

This was a sampling only -- in light of this

a. How effective was this sampling toward gaining better understanding of human behavior?

Excellent ___1___; Very Good ___8___; Good ___6___;

Fair ___8___; Poor ___6___; 1 - No answer

b. Should more time be given to this type of learning in future seminars?

Yes ___9___; No ___18___; 2 - No answer

Comments: ______________________.

c. What changes would you suggest for future seminars ______

______________________.

4. Problem Solving

a. How do you rate this phase of the program?

Excellent 9; Very Good 12; Good 6;

Fair 2; Poor ______; 1 - No answer.

b. Have you used the problem solving techniques since you have returned home?

Yes 20; No 8; 2 - No answer.

c. What changes would you suggest for future seminars ____________________________.

GENERAL

1. To what extent was there involvement of all members of the seminar?

High Degree 8; Considerable 14; Average 8;

Little ______.

2. To what extent was the interchange of ideas among the seminar participants of value to you?

High Degree 9; Considerable 18; Average 3;

Little ______.

3. Do you feel that as a result of your experience in this seminar you have a better concept of your role as a:

a. Leader: Greatly 2; Significantly 15; Some 12;

Little ______; None 1.

b. Administrator: Greatly 3; Significantly 14; Some 9;

Little 3; None 1.

Comments: ____________________________.

4. As a State Director what were the major values of the meetings to you?

____

____

5. What constructive criticism can you offer on any phase of the seminar not covered by previous questions: ____________________________

____.

Comments of State Directors of Vocational Education on Results of Leadership Development Seminar

The question "As a State Director, what were the major values of the meetings to you?" elicited the following comments (three months after the seminar):

1. The major value was in learning new techniques in problem solving.

2. Since I am new in the work, matters presented were very relevant and important to me. I perhaps profited a great deal more than some other individuals at the conference. It gave me an opportunity to sit back and evaluate the processes used in our State office and to exchange ideas with other persons in the same capacity in other states.

3. Opportunity to commune with my fellow directors.

4. One of the poorest conferences I've ever attended, mostly because of time wasted with NTL. The conference did not turn out as envisioned or planned by the State Directors . . . only the problem solving sessions, and the Monday's speakers, and person to person discussion which always takes place, were of value to me.

5. As a new person, this conference gave tremendous insight into problems to be faced.

6. As a new, inexperienced State Director, I learned to know the older members of the organization.

7. Time to exchange ideas on vocational education programs, practices, and projections.

8. There was a lot of wheel-spinning and uncertainty in the early stages of the human relations portion of the seminar. The major value was in better personal acquaintanceship with other directors, and praticipation in the problem solving process.

10. I believe leadership in the whole State will be improved in vocational education as a result of this activity. The major value has been leadership development both with my own staff and for the Division of Vocational Education as a whole and with other persons in vocational education.

11. Time for getting together with other directors free from other meeting pressures.

12. The knowledge that all our problems are quite similar and that a common approach to their solution is desirable.

13. Discussion of problems with leaders, and the fine presentations.

14. The interchange of ideas with the other directors and the opportunity for the directors to begin to weld themselves into an effective unit.

15. Better awareness of other State's plans and projections. Help in problem solving.

16. An opportunity for informal face-to-face contact and exchange of ideas with all Directors.

17. An exchange of ideas.

18. The finding of new ways to approach and solve problems.

19. The exchange of ideas and discussion of common problems.

20. The exchange of ideas with other directors.

21. The problem solving sessions and general discussions.

22. Becoming aware of new approaches, developments, etc., in other states that one doesn't get except at a meeting such as this one.

23. A chance to face problems with us bringing to bear a pool of knowledge, experience, ideas that exist only amongst State Directors, and using these resources to seek new and modified solutions to our problems.

24. A dramatic change in my point of view.

25. Techniques in problem solving and in involving other people in decision making.

26. The development of unity in thought and planning, and in adding faces to people's names.

27. Learning how other states are solving problems, and in isolating problems that face State Directors.

28. To exchange ideas and get to know my counterparts from other states.

29. Built better communications with my fellow directors, and improved my knowledge of human nature through in depth discussion of common problems.

30. I was impressed with the extent of responsibilities of State Directors, and the need for national planning on the part of the Directors.

CONCLUSION

By reviewing the four objectives stated earlier in this report, and from the responses of the State Directors in evaluating the week, it can be concluded that this seminar was successful in accomplishing its purposes. The ultimate goals can only be realized to the extent that programs of vocational education in every state of the Nation are made more adequate and more available to more people.

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Vocational Education for American Youth, American Vocational Association, Washington, D. C.

What Makes Education Vocational, American Vocational Association, Washington, D. C.

APPENDIX A

SEMINAR PARTICIPANTS

State Directors (or *designated representative)

Adams, J. Marion (Arkansas)
Andrew, Neal (New Hampshire)
Bullard, A. G. (North Carolina)
Bunten, John W. (Nevada)
Clark, Harold (Washington, D. C.)
*Dorr, Eugene (Arizona)
*Fletcher, L. E. (Louisiana)
Guemple, John R. (Texas)
Hilton, E. P. (Kentucky)
Hunt, M. G. (New Mexico)
*Kirk, Thurston (Arkansas)
*Latimer, Eugene (New York)
*Lehrmann, E. I. (Wisconsin)
Linson, M. G. (Colorado)
Loomis, William G. (Oregon)
Matthews, Ralph (Alaska)
Mulling, George W. (Georgia)
Murphy, Joseph F. (Connecticut)
*Myer, Fred (Delaware)
Nichols, Mark (Utah)
Oleson, E. B. (South Dakota)
Reid, James R. (Maryland)
Sandham, Thomas (Rhode Island)
Shoemaker, Byrl (Ohio)
Smith, Wesley (California)
Snell, John A. (Maine)
Snyder, John E. (Kansas)
*Spaziani, Richard (Guam)
Stanley, Cecil (Nebraska)
Struck, Jack (Pennsylvania)
*Swartz, George (Virginia)
Watson, Cola (Vermont)
Wick, S. K. (Minnesota)
Worthington, Robert (New Jersey)

Resource Persons

Aller, Curtis (Washington, D. C.)
Dugger, Roy (Texas)
Jochen, Al (Ohio)
Konecny, Jack (Texas)
Robb, Felix C. (Georgia)

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Ellis, Mary L.
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Kugler, Harold

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Crosby, Rev. Robert
Griswold, Rev. Don
Lake, Dr. Dale
Shaevitz, Dr. Morton

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Esham, C. F.
Fitzgerald, Steve
Grogan, Robert
Hume, Edgar E.
Lamar, Carl E.
Martin, Fred
McGown, James R.
Vanover, Mr. George
Williamson, Mary Lois

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APPENDIX B

Remarks of Dr. Felix Robb, Director Southern Association of Colleges and Schools to Leadership Development Seminar for State Directors of Vocational Education

Kentucky Dam Village State Park

Lowell A. Burkett, Executive Director, American Vocational Association

It is indeed a real pleasure to present our first speaker this morning. He will be presenting his thinking in regard to social issues of the day that affect the program with which we have such a vital concern.

Dr. Felix Robb assumed his present position as Director of the Southern Association of Colleges and Schools in July of 1966. Before moving to this post, he was President of George Peabody College for Teachers in Nashville. Dr. Robb has long been actively involved in education, civic and religious activities in many organizations at the national, regional, state and local level. He is the author of more than fifty publications and monographs. He is the Chairman of the Federal Government's Southeastern Regional Manpower Advisory Committee.

It was my privilege to participate in a conference held in Atlanta some two months ago called by Dr. Robb, where a number of people from business, industry, labor and education discussed occupational education in the South. This was a very successful meeting. He is a great believer in the field of work in which we are involved. I have enjoyed knowing Dr. Robb for only a short period of time, but I should say to you that he is a wonderful gentlemen. I present to you, Dr. Felix Robb.

Felix Robb:

I appreciate tremendously the privilege of being here with you. My interest in vocational education is a long-standing one, but my active involvement is very brief. As Lowell Burkett has said, about two months ago the Southern Association of Colleges and Schools held an exploratory, invitational conference involving 125 significant people from business, industry, and education -- particularly vocational education -- from eleven Southern states. From that beginning will come a Southwide action program in vocational education which I trust will be beneficial to our region.

In undertaking today this challenging assignment to think through the context of our lives and work, we are afforded an opportunity to avoid becoming narrowly bedded down in immediacy and minutiae. We must also avoid total preoccupation with the inner problems of our own specialized field, for this can exclude from consciousness concern about global forces and issues that swirl about us and impinge upon us. We must never evade these larger issues and thereby lose ourselves in provinciality. I will say some things with which you may very well wish to take issue. This is fine. I do not ask you to agree with me; only that you think about these things. In each case, let us ask ourselves a question: What are the implications of this issue for manpower programs, for occupational training, and for our beleaguered schools that are confronted with overwhelming demands. This commentary hopefully will trigger thinking on your part as to how we can plug gaps and deficiencies in our imperfect but remarkable educational system and thereby improve the society of which it is an important part.

You gentlemen are the leaders in this country in vocational education. You are not only leaders; you have the key roles. As great as are the developing help and leadership of the Federal government, its expanding role is still a small one in vocational education compared to the one performed by the fifty states.

In this room today is assembled the leadership that has conceived what is essentially a magnificent design for occupational education of a new order -- more effective, more exciting, more vital and prestigeful that we would have dared to dream over a decade ago. As you thresh out the problems that confront you, it is necessary to be constantly mindful of the contemporary societal context for our lives and our work. Thus, I invite your attention to a few selected aspects of our complex, changing, wonderful and cockeyed world which is our frame of reference and which determines much of what we can do and how we must go about it.

I see a possibility for working a veritable miracle if we will apply ourselves. The next frontier in education, I believe, will be the area of preparation for the world of work on a vast international scale. It will come to pass if you determine that it shall come. This is where we in the United States have an opportunity to make a significant difference in the quality of life in America and for all the worlds' people.

With respect to the many burning societal issues and problems we are going to touch upon this morning in this brief hour, we are somewhat analogous to the drunk who was hauled into court and accused of setting fire to his bed. His plea was: "Judge, I'm an innocent man. That bed was on fire when I got in it!"

Our world is on fire. If you turned on your TV set this morning you heard the latest reports from the Middle East and you know that we may be on the brink of World War III. Our country and our world are in a precarious relationship in which delicate balances of power are daily threatened. Although our mission today is not to analyze the international situation per se, world affairs constitute the largest context for our lives and influence human destiny enormously.

We live in a world that is made smaller and more inter-related by modern transportation and by a veritable explosion of capabilities in the communications realm. We now have orbiting satellites that can beam television signals from one continent to another. We know more about what is happening in the rest of the world than ever before. The other day a mother, seated before a television set in her home, watched a news report about the war in Viet Nam where her only son was fighting. There was mention of a special engagement of his platoon, and then on the television screen came a picture of the action. A soldier was seriously wounded. It was her son. Never before in history had a family experienced that kind of rapid inter- continental communication from a war zone to the living room.

Two-thirds of the world's population, let us never forget, is sadly underfed and ill housed. This is a world in which the white man is a definite minority. Few people in the United States die of starvation, but millions in India and other depressed countries die every year from malnutrition and hunger. World-wide, the rich get relatively richer and the poor get poorer. We have not yet found the means for the most effective development, distribution, and utilization of the world's resources and wealth for its billions of people. We need, too, a greater world-wide understanding, acceptance, and application of a free and responsible enterprise system which links material rewards to productive effort by individuals and provides the essentials for learning and earning.

The population explosion so often talked about is out of hand in many impoverished areas of the world. It is out of hand in a country such as India, with no real prospect of getting it under control soon. There are encouraging signs here and there in the area of voluntary birth control, but the juggernaut of expanding population, if not soon contained, will defeat every effort to lift the standard of living of the poor.

Think for a moment of the earth's hotspots. The split countries of Viet Nam, Korea, and Germany; the divided city of West Berlin, probably the greatest symbol of freedom in the world today; the Middle East which is about to burst forth in flames; the two Chinas; the Hong Kong situation; India-Pakistan tension; Cuba, for the moment defused; and Latin America, a tinderbox to the South of us, restive, troubled, with perennial threats of revolution and governmental overthrow.

Does it not appear that we face a vast dilemma in international relations? We are incapable of policing the world and could not now effectively mount even another Berlin airlift while we are engaged in Viet Nam. Yet a policy of meeting and containing aggression against freedom in many parts of the world is required. Being the leader of the free world demands enormous military capability. Failure to have and to use with discretion this power would reduce the perimeter of freedom to the dimension of a noose around our necks. This is a hard but realistic appraisal of the external forces arrayed against us.

In the background of all our work is the grave question of human freedom at home and abroad. If any human being's freedom is threatened, the freedom of all of us is jeopardized. In this country there are isolationist forces, as there have always been, that would encourage us to withdraw to Fortress America. There are also those who advocate that our perimeter of concern must be expanded in the free world as far out as possible to embrace people who live in hope of a better day for individuals as well as nations.

The burning question: Can we maintain the present perimeter of freedom? Can we expand it? We do have allies. We still have friends. But the anti-Viet Nam War protests are a rising minority expression of a kind of isolationism. They may also be a reflection of the growing cult of non-involvement. The issues and the task of Viet Nam are far too complex for simple solutions. We see two vast idealogical systems in conflict . . . communism and democracy. In the process of interaction each is influencing and, in part, shaping and changing the other. Let us be optimistic and hope this process can lead to peace.

What are the manpower implications of all this business about the world situation and our military stance? For one thing, we have the continuation of a system of selective military service. The draft law is obviously going to be renewed, hopefully modified somewhat in the way it is administered; but it is not likely to be vastly changed. Extensive training is taking place in military programs ranging from those that are absolutely superb and highly relevant to civilian life to those which are poorly done and virtually irrelevant to civilian life. The Department of Defense has undertaken to train men who have heretofore been considered unfit for military service. The D. O. D. proposes to do what the American public schools have not been able to do, i.e. reclaim and make effective, at least for military purposes, an additional 100,000 men. This can be a significant factor, and from such efforts as this one created outside the framework of regularly established schools we are beginning to gather some new and universally useful insights which can, among other things, help improve vocational education.

What dislocations will come if peace ever arrives? This is an interesting question. I would feel uncomfortable with a government which did not plan hopefully for peace; but I also would have little confidence in a government which did not base it major plans on the assumption that international tensions will exist in the forseeable future. Such a dual approach to central planning allows a whole series of alternative approaches to manpower development, to education, and to the improvement of life in our cities and across the land.

In looking at social factors, I highlight education because it is our principal instrumentality for acculturation, for the socialization of human beings. If we had the time, it would be useful to take American education apart, look at it, and see if we could put the pieces back together in a better configuration, in a way to make the most of what we have, and in a fashion that would allow the educative process to be greater than the simple sum of its parts. At least we should be thoroughly analytical -- if not dispassionate -- in vocational education, which is experiencing a new surge of power, interest, and investment. If we are wise, vocational education will avoid entrenchment and inflexibility, which are the premonitory characteristics of ultimate defeat.

Above all else, education for the world of work must be viable enough, experimental enough, and open-ended enough to meet new and unpredictable changing conditions.

Voltaire once said: "There is no such thing as a true generalization, including this one." Having warned you about sweeping generalizations, I will proceed to make one: We can expect and must learn to live with constant and ever accelerating change in the society. Education's response to this state of perpetual flux cannot be some fixed quantity, procedure or idea. What may work in 1967 may very well be inadequate ten years later, or even five years later.

A society in a state of continuous ferment requires a concerted, consistent, massive attack on the problems of the human conditions. In that effort vocational education should have a strategic role. I do not know who is competent to gauge the health and status of humanity. Least of all am I an expert epistemologist. We have some facts. We have hunches -- a lot more hunches than facts. Although we are beset by fears, we also have our dreams, our aspirations, and some reason for guarded optimism. Out of this, and motivated by a deep sense of urgency, we can get moving on some of the things we have to do if we are to come to grips honestly and effectively with the problems and opportunities that confront us.

There is urgency about our mission. We need to work as though we have but a decade -- not more -- in which to get the United State' house in order. If we have not by then answered some of the overarching questions and found ways to overcome major barriers to the development of fulfilling roles for individuals, I fear that it may be too late. Why ten years? I link this thinking, in part, to the potentiality of

Communists, barring all-out internal strife in Mainland China, to mount a strong nuclear program and to deliver atomic warheads on target. But international warfare is not the only explosive force that could destroy us.

At the moment we may feel fairly confident about our Nation's military hardware and its deterrent value, but we have not yet shown our capacity to cope effectively with the explosive, destructive tendencies of a Nation subject to being thrown into turmoil, disorder, and self-destruction by deep, divisive, unresolved internal problems and issues -- tendencies which are our greatest weakness and a far greater threat than Russian communism.

Responses of the educator to his world must be highly relevant to our times and to the society. Gearing curriculum change and leadershio development to manpower needs is a goal of supreme importance to the free world. You who are the heads of programs of vocational education in fifty states and three territories are in a central position to generate new power for progress in education. This is an ideal time for you to have left momentarily your offices and your daily routines to look at what is happening in the world about us and at what is happening in education.

It is essential that we be sensitive to our context because we see manifest everywhere citizen confusion and a developing taxpayer's resistance to further taxes without ample justification. A few days ago I was in a city when its citizens voted down everything presented for referendum that involved increased taxation -- sewers, a jail, buildings desperately needed to accomodate an expanding school population and to replace worn-out buildings. This experience at the polls is becoming more widespread. The State of California, sometimes cited as our paragon, has in recent years enjoyed an enormous development in education with facilities multiplied several hundred percent. California now seems to be in a time of plateau and cut-back. Many states and localities now face a real test of leadership to plan and promote expanded educational programs to the point of enthusiastic acceptance by the American people.

Conceive a population graph in which 10 to 15 per cent are on the far left and 10 to 15 per cent are on the far right. People in these categories at the extreme ends of the continuum are very articulate about their views. They are well-motivated activitists. They speak out. They are in the news. They have a program. They propagandize. They work. They are well organized. But the vast millions of American citizen-consumers are not organized at all and have no voice comparable in power to their numbers.

In this great middle group lies a vast resource of good will, of desire to be law abiding, undramatic, useful. These men and women of the "moderate middle" have no burning desire to save the world or to be victims of the flaming issues of our time. People in the middle ranks of America are the backbone of any community. Yet today they are an embattled, self-emasculated people. Failing to assert themselves well at the polls, or being casual about personal participation in affairs of state and community, they are stunned, aghast, and ineffective in the face of rising demonstrations of strength and tests of public tolerance be extremists. This is not a pretty picture of political and social disarray, but in the potential of an aroused middle group lie hope and salvation.

My next observations require a prefatory word. One has but to have lived in the realm of college youths in their flowering years, as I have for the past two decades, to become enthralled by their vitality, their wholesomeness, their honest search for truth, their drive to be useful and purposeful, their willingness to earn success and not be overly impressed by it. The vast majority of our young people are on their way to becoming solid, sensible, generous-spirited, constructive citizens.

Ten years ago business leaders were accusing collegians of being overly concerned about personal security, pensions, and the like. Today, the growing complaint is, " College boys aren't enough motivated to make a buck; they're idealists and reformers; they'd rather join the Peace Corps, teach, or enter some other profession than to become salesmen or business executives."

It is easy, but incorrect, to categorize all teenagers and young adults in terms of the antics of that vocal, visible minority who exploit the shock value of bizarre behavior or who search for a very short cut to self-realization and fulfillment.

We are now in the early stages of the first great era which could be called the Age of Youth. The news magazine, Time, very appropriately selected as Man of the Year for 1966 not a single individual but young people. Four youthful faces appeared on the cover, with an accompanying feature story about the emerging power and problems of youth. It is hard for those of us who are older to realize what is taking place. We abhor the monotonous, supercharged beat of teenage music; we lift our eyebrows at miniskirts and mod fashions; we often do not understand the moods and modes of our own young and are stunned when our vaunted affluence cannot buy peace and contentment for the family. We are wounded and resentful when youthful Hippies assert that, "Nobody over 30 can be trusted."

We are now witnessing a great increase in student desire to participate in the goverance of institutions. For example, in a leading Southern university, graduate students in one department recently submitted a formal request to the administration that any appointments to the faculty in their field of major interest be screened by a student committee. We in higher education -- especially those of the "old school" who have been largely out of touch with change -- are shaken by student demands to manage their own affairs and to be voting partners in the business of running the college or university. One can wonder where this will lead and how soon the mood of the modern college campus will penetrate the secondary school, which has traditionally taken most of its cues from college.

It has been predicted that by 1975 more than half of our population will be 26 years of age and under. By that time we can anticipate that in many more states youngsters 18 years of age will be voting. The balance of power in this country -- and perhaps throughout the world -- is going to be in the hands of youngsters. We of the balding set are not a part of the young group. We may hope that we have wisdom to assist or guide youth through troubled days to a more effective relation with senior members of society. But whether we have wisdom or don't have it, we are going to be living into the next decade with vastly changed patterns of thought and conduct requiring patience, study, insight, and fast-paced relevant action.

Significant numbers of young Americans want a "piece of the action" but they are barred by inadequate incentive, preparation, or knowledge of and appreciation for the steps and channels to be effective participants in our society. Lacking both historical context and awareness of the nature of the contemporary world, their superficiality and their erroneous perception of the environment and how to cope with it combine to produce deep frustration, impoverishment of mind and body, and the oft-cited conditions of alienation and rebellion against authority. In extreme cases, crime and violence erupt in the streets.

Unrest and rebellion against authority are, in part, a matter of growing up. This factor has always characterized the age of puberty and a few years beyond. Whether or not we understand it, we can accpet it with a degree of stoicism, taking comfort in the fine, solid quality of the majority of young Americans. But in a minority of young people the extreme manifestations -- flight from reality and non-involvement, on the one hand, and violence and willful destruction, on the other -- are insidious, self-defeating, disruptive forces in our society. They threaten the home, school, church, and the community. Sadly, it is true that crime can be made of our inadequate acculturation process. How did it happen on so wide and visible a scale?

Rebellion by youth is expressed in simple things such as dress and language, in sex habits, in church going (or not going), in family relationships, and in the whole fabric of human relations. Stated reasons for this are many; causes are myriad. Underneath the surface of human conduct, three forces which I consider causative in the last quarter century deserve a more informed assessment than I am qualified to provide:

1) Our American democracy/capitalism/representation system, rooted substantially in the Judeo-Christian ethic, is in sharp conflict with younger non-religious socio-economic systems such as those espoused by Engel, Marx, and Lenin and which are now yoked with the police states, Communism -- with its modus operandi, the police state -- and democracy are in the process of unproductive but basic friction. In that process, young people are caught in the vortex of world conflict. The dispossessed and disadvantaged everywhere fall prey to communism when their needs are not understood and met by nations of the free world.

2) Existentialism is a second source of discontent. It undergirds some of the intellectual ferment extant on and off college campuses; it contributes to the disillusionment of young people with organized religion; and it provides a philosophical haven for an endless procession of nihilists, the non-involved, the baudy Beatniks of the fifties, the hedonistic Hippies of the sixties, and a motley assortment ranging from conscientious, thoughtful pacifists to LSD trip-takers. The brilliance of Jean Paul Sartre's writings may be unquestioned in literary circles. But for all of his towering intellect, there is a darker side of his influence, especially as it is extended through his less well disciplined followers to a state of total freedon without responsibility.

3) A third force if Freudian psychology. No single individual, in my judgment, has influenced twentieth century human behavior and its analysis more than Sigmund Freud. His work not only brought valuable new insights and techniques to psychology and psychiatry; he exercised a vast influence upon literature and life generally. Much of that influence has been good, therapuetic, cleansing. But from Freud's work

have also sprung corollaries and applications which went beyond undermining our harsh and sometimes paradoxical Puritanism. Freudians paved the way for much of the Gargantuan permissiveness and sophistication in today's youth. A great man's disciples and their sometimes distorted interpretations and applications of his theories have contributed to the confusion of modern times.

These are but three of the more pervasive influences that shape our busy lives, influences we usually do not stop to examine. They exist and they have impact beyond what anyone would have anticipated 25 or 30 years ago.

The phenomenon of student unrest deserves serious national study. The outbreak of campus demonstrations and riots in the wake of occasional inflamatory statements, usually by non-students, is apt to produce a rash of reactions ranging from legislation to ban heretical speakers to wrest control of higher institutions from their duly constituted authorities.

Let us never forget that the right of dissent is a quintessential of our American way of life. Responsible dissent, within established law, is a source of great strength. In our American educational institutions we must maintain the finest free forums of the world, whether these be vocational schools, area technical schools, colleges, or universities. We have to trust our system enough to let ideas flow back and forth.

We need also to give youngsters a feeling that we are not looking down our noses at them in paternalistic fashion and regarding them as immature children. Educators of the old school still refer to a strapping six-foot boy who is the captain of the high school team as "this child"! We have not yet fully come to treat children, teenagers, and even young men and women as the adults they want to be and as they perceive themselves to be.

We are suffering, I fear, a decline in the realm of moral standards and ethical conduct. At least, changes are taking place in attitudes toward what constitutes integrity. When the Air Force Academy had its severe problem, under its honor system, there was an amazing, disturbing response on the part of some people who said: "The standards are too high. You can't expect boys to be under pressure and not cheat!" I say we must expect them not to cheat. These officers-in-training should earn their way every step. If it takes washing our 75 per cent of those boys, I am for its in order to find the 25 per cent of men who have the integrity to lead our forces and who will not buckle and will not cheat and will not lie under any pressure.

It is my impression that cheating has increased on most college and university campuses. Is this true also in the schools? Another straw in the wind is the general rise in petty thievery, armed robbery, and other criminal acts, especially in large cities. Contrary to many, I do not believe it is in anyone's interest to excuse such behavior or to allow it to go unpunished. While we labor to remove the environment deficits in areas such as housing, job training, and employment opportunities, we also need to deal firmly, fairly, and fast with law violators. While we stress rehabilitation we need to firm up the sanctions that protect individual citizens and keep society from coming apart at the seams.

Truth-telling, honesty, and responsible attitude have to be taught. In addtion to the development of skills, we must now be more concerned than ever about the development of ethical behavior. Otherwise, there will be no basis for mutual trust; there will be no basis for a good society, much less a great one.

Organized minorities are growing more powerful. Our country is extensively influenced and operated by power blocks and special interest groups. Minorities are characteristically more vocal and better organized than majorities.

The welfare state, so called, has become a major force in American life. In our midst are the handicapped and the chronically indigent, including third generation people on relief. We are now trying various approaches to eliminate poverty, a goal which must be high on our list of national priorities. But the panacea of a guaranteed annual income, without strong safeguards, could and for many would bypass the essential immediate step of learning and earning. Failure to strengthen that linkage, in my judgment, could heighten and perpetuate a lack of desire to become self-sustaining, contributing members of society.

If asked to identify the Number One Problem of the United States, most of us would unhesitantly name race relations and problems surrounding Negro Americans. Despite their rise from the slavery of 100 years ago to the status of the most advanced Negroes in the world, much remains to be done. For too long, Negro citizens have had to live with impoverishment, with the frustrations of second-class citizenship, and with an inferior education. The Second American Revolution is underway and -- if it can proceed in orderly, lawful fashion -- it will assure every citizen equal rights and of vastly improved opportunities for individual advancement and for service to society.

But the civil rights movement is in danger of being hacked to pieces by demogogic purveyors of racial hatred, Negro as well as white. The nation's sentiments and the work of responsible, concerned white leaders of the power structure were first hamstrung by hard-line white segregationists. No longer is this the sole major attitudinal problem. Today it is also the radical Black Power advocate of violence, the destruction-prone chauvinist who is betraying his own people and his white counterparts. He causes the rising middle-class Negro American, not yet fully established in the social order, to grow timid, silent, eneffective, fearful. They induce a withdrawal of white support and a retreat from reason just when consolidation of advances and the next forward surge in human rights need to take place. History will record this as a tragic irony.

Probelms of Negro Americans -- like those of Indian Americans, Mexican Americans, and disadvantaged white Americans -- are complex and of long standing. Easy and instant solutions for the basic problem of individual fulfillment on a universal scale do not now exist. What then is required of those who wield power, make decisions, and have resources? Immediate and monumental efforts fitted into a grand strategy for elimination of causes of human degradation are needed on the part of every stable, functioning, successful agency, association, corporation, church, school, and governmental unit.

We must keep in mind that 11 per cent of the people in this country are Negroes, but approximately 25 per cent of our unemployed are in that racial category. This fact speaks volumes about the Negro population's economic dilemma. A more adequate formula of jobs, training, and open-ended opportunity to advance on merit is called for. We who have created the most affluent society on earth are going to have to help bring about this new condition.

It is a characteristic of the times that deprived Negroes -- naturally eager to become full-fledged partners in society -- are reaching eagerly, desperately for anything that comes along offering hope. If the excitement is coming out of the mouth of a Stokley Carmichael, then many Negroes, particularly young ones are going to follow him. These are difficult days for people of reason and good will. It is vital that they not be so alienated by the radical hate peddlers that they abandon their efforts for the many because of the rowdy few.

All of us who sincerely want better human relations must work ceaselessly for improved economic, political, and social opportunities for minority peoples and for the underprivileged of every sort. As genuine partners in the American enterpise and as full beneficiaries of it, Negro citizens will provide increasingly strong, constructive, responsible, and vocal leadership. The nation has a right and a reason to expect this to happen.

All Americans are going to be better educated and in ways that we have never before undertaken. This is essential in a free and dynamic democracy where nothing is nore effective than a ballot in the hands of en enlightened citizen or more dangerous than suffrage for the ignorant. We need the best thoughts and insights we can muster in our communities -- not just from educators, but from a felicitous combination of businessmen, teachers, government specialists, and church leaders and many others -- all working in concert. Without united action the problems are not going to be resolved.

What is to become of us as individuals in a mass-oriented society of organized groups? We must not allow ourselves to be overawed and frightened into action by the enormity and complexity of our problems. The day we quit trying to reform and improve our communities, our states, this nation, and our world -- that day we will no longer be free men. Our human organizations -- including governing agencies -- are no better or worse than we ourselves. Changes are needed in philosphy and attitude as well as in organization and structure. Let us remember, too, that a change always begins inside the skull of one human being and is usually not consummated until that individual's idea, goal, or dream is effectively shared with others. Most progress is "fired from the heart," or motivated, by an amalgam of altruism, emotion, and educated self-interest. It is a task of education to reveal how closely linked, in the ultimate sense, are our individual ambitions and the common wealth.

A word about religion. In the fifty-year interval since World War I, the United States has become increasingly secularized. With this shift away from religious commitment has come a reduction in the power or organized churches and of the clergy generally. Since 1958, church attendance has been declining despite gradual increases in membership. One must conclude that religious nominalism is growing in this land founded by men who sought, above all, freedom of worship.

The relationship of lessened religious commitment to mounting lawlessness, violence, and disorder seems causative. Religious belief is a basis for public and private conscience and induces restraint in human conduct. Thus, a decline in vigor of religious groups, or a failure on their part to meet the challenges of modern society, adversely affects many areas of corporate and community life.

Today the secularized are less inclined to endure hardship or privation in the belief that they are somehow thereby banking credits in heaven. They are less patient with timidity andinaction on the part of denominational groups. They puzzle over the seeming confusion in theological circles. Yet religion remains a powerful force for human renewal and for the setting of individual goals. The contributions of religious organizations to human welfare are incalculable. I believe religion still has deep meaning for millions of Americans and will hot go out of style.

We are a mobile nation, a nation on wheels and much up in the air! With people becoming more rootless and restless, the automobile, the airplane, the motorbike, the car pool, the bus, and the commuter train have added significance. New systems of rapid transit traonsportation are needed and overdue to make possible a more efficient daily flow of workers in and our of congested urban centers, and improved rapid transit for school children as well as adults can make possible further spreading of human settlement along vast corridors connecting major cities. When people are distributed comfortably on farms, in villages, and in megapolis, rather than impacted ghettoes, other problems tend to be reduced. New interstate highways are facilitating this geographic spread of population.

Cities are mixtures of cutlural strength and appalling deficiency. With the flight of middle-class Americans to urban outskirts, problems of the "inner cities" have mounted. Some of our cities are just old enough to become quaint and historic but neglected enough to be blighted by slums. Perhaps the Old World charm of European cities and the seeming grace with which people live in small quarters there are romantic illusions.

On the other hand, we may have some lessons to learn. Urban renewal, largely Federally funded, is being attempted with limited progress being made. Demolition of shabby old shacks and their replacement by architecturally impressive skyscrapers structures are not a total answer. The real question is: What happens to improve the lives and capabilities of displaced people, the slum dwellers? In light of this question, urban renewal is more of a social failure than a success.

Perhaps a regional analog for urban renewal can be found in what happened in the South when it was flat on its back and have been dubbed the Nation's number one economic problem. There were men of vision who saw it was not going to be enough just to create dams to develop electric power. Also needed were programs of education and the means to farm and live better. The linkage of soil conservation, navigation, progressive farming, home management, recreational facilities, and a host of other things speeded the South's advancement.

Can we conceive similarly of ways to rehabilitate people as well as cities? Robert Havighurst says educators will play the major role in the reorganization and rebuilding of cities to make life not only possible but better there. Much of this improvement will come with new ways of educating parents and children to solve problems that are economic and social as well as educational. This approach is imperative in an age of lessened family stability as reflected in mounting divorce, job change, and mobility rates. In a time and place where one marriage out of every four ends in divorce, the emotional problems of children and the problems of schools are multiplied. In those families where degrading conditions persist, schools and child welfare agencies have a heavy and unavoidable responsibility. If, as Margaret Meade contends, the American family is a "massive failure", we had best be about the business of exploring supplementary resources for the acculturation and care of very young children.

Let us not forget the plight of rural America. Rural life, particularly those areas that are not susceptible to large scale farming, is being drained of leadership. There is little for able, lively, ambitious youths to do today on the small farm. We now need only about 5 per cent of the working force to feed to other 95 per cent of us. Within 10 to 20 years we should not need more than 1 per cent of our workers in food production. Large scale chemically and technically oriented farming -- organized as big business -- can do the job. People who live in rural areas have no great future unless their communities can be vitalized, unless we can help them to share in the fruits of modern society, including first-class educational programs.

The chief weapon in the war against cultural impoverishment in rural areas is the large consolidated school supported by one or more school districts or counties. It is immoral to maintain in perpetuity weak little schools that deny youngsters the richness and quality of education they need to participate effectively in a competitive world. A combination of political axe-grinding and vested interests has slowed the development of area schools offering a variety of programs and adequate central services. Substantial progress can be reported, however. In the South in 1930, for example, there were 50,000 one-teacher schools. Today there are about 1200.

We are experiencing a communications revolution. Television, radio, newspaper, magazine, and book all bombard man's sensory avenues and tend to make of society a oneness. Our cliches, our habits, and our fads no longer sprout in isolation. They are instantly nationwide because of fantastic gains in mass communication. But can we utilize modern communications systems in man's best interests? The struggles of educational televison to be born and to stay alive make one wonder.

Modern technology has outstripped education's ability to adapt and to utilize it. The tool called a computer is bringing spectacular changes in information handling and work. Fabulous as this tool is we are only in the beginning phase of the computerized age, with great potential benefits to civilization in the offing. For the first time we have available to us massive, usable, relevant, up-to-date information to help in policy formation and decision making. We are on the verge of knowing more about ourselves and our institutions than we perhaps want to know or are willing to use constructively.

From Norbet Wiener's theories and principles of cybernetics, engineers and scientists have derived ingenious servomechanisms to step up the pace of automation in industry. The impact and implications of automation are still being debated. The questions are: Can technology be harnessed to help individual human beings and not hurt them? Can technology enhance rather than crush individual dignity?

New energy sources -- atomic, nuclear, solar -- have tremendous implications for mankind. The world-wide elimination of hunger, for instance, is now technologically possible, making attainment of this important goal a politico-socio-economic question rather than one of production. The creator of Dick Tracy, the cartoon character, says, "Whoever controls magnetism will control the world." Ridiculous, isn't it? Yet I recall, as a small boy, reading with disbelief

Edgar Rice Burrough's notions of space exploration and realize now how near modern truth were the early cartoonists' descriptions of space suits, rocket guns, etc.

With respect to manpower development and utilization, we face the problem of harmonizing two great streams of purpose in America. One is the stream of individual fulfillment within a moral framework, about which John Gardner wrote so perceptively a few years ago and which is our American ideal. The second stream, which at times is in conflict with the first, is national purpose. Harmonizing these two streams of purpose in a free society is our greatest challenge. We see the conflict daily in the conscription of young men for military service. They have their individual goals and the nation has its goals and its policies with respect to the defense of freedom.

We have new manpower demands in our technically oriented society. The heightened requirements of modern industry for educated minds and skills of a sophisticated nature produce new dislocations, new problems for the unemployed, the underemployed, and the unemployable. Disappearance of the domestic worker in our society is but one by-product of educational and technological advancement. Domestic tasks must be accomplished, but not in the traditional style which was demeaning to the worker. This is a challenge for private enterprise worhty of the best planners and managers.

One wonders about the administration of justice and its effect on the police function and education. A remarkable judicial system has been developed but it appears to the non-professional to be in a state approaching chaos and breakdown. Overloaded court dockets produce lengthy delays that allow time for witnesses to die and justice to be defeated. A maze of technicalities require high-powered, high-priced legal services not afforded by the economically underprivileged. A catalogue of sentences meted out in almost any courthouse in the land reveals obvious inequities in so many harsh sentences for minor offences and too many light penalties for more serious derelictions. The decreasing assignment of individual responsibility for one's own acts and the growing tendency to blame society for a criminal's offences threatens community life and pose an awesome problem for education. Enlightened rehabilitation programs, such as those employed in the state prison system of South Carolina, are needed to transform criminal offenders into community assets.

There is a severe shortage of diagnostic and counseling services in most communities. The greatest bottleneck in education is the inadequacy of career and personal guidance. In all our efforts, we need a coordinated system of career guidance that follows an individual continuously until he is usefully and rewardingly connected with the world of work. Without the strengtheing of the guidance function, all the fancy educational, training, remedial, and correctional facilities in the world will not be sufficient.

Who is involved in the educative process? There is the great American public school system, the most dynamic force in our country today. It is state-controlled largely, but states delegate much of their power to localities. There is growth in Federal power, and contribution, though Federal support is still a small fraction of the total outlay. Before the nation today is the question of the fate of private and parochial schools. Are these institutions going to develop, stand still, or recede? There is some indication that the Catholic church is beginning, in certain ways, to modify its involvement in education. Recently, a leading Presbyterian in Atlanta, speaking to a sizeable group of his constituents, suggested they consider getting out of the business of education, saying that they are not supporting it adequately and are not competent to run their colleges and their schools. This is a shocking thought which, if it were to gain vogue, would make a difference. Let us hope our private educational institutions thrive so as to give needed stimulation and strength in the entire private sector of American life.

According to Dr. Harold Clark of Trinity University, business and industry invest more dollars in education and training than do all public schools. At the same time, there is an enormous, deep-lying suspicion between many leaders of business and industry, on the one hand, and government on the other. We in education need to face this dilemma and seek bases for mutual respect and trust.

Education lags when it should lead. It lags behind the best that we know to do, generally speaking, Dr. Paul Mort wrote and spoke of the 30 to 40-year gestation period from the conception of a new idea through research and trial to full implementation in the regular system. We have shortened that time. Our friends in the Federal government are helping us to reduce the lag through improved research and development and better ways for dissemination of information about innovations. Now we must think and work to see that education does not merely reflect the cutlure and prevailing mores of our communities but is capable of influencing, shaping, making the culture more nearly what it can and should be. In this effort we in education need new, genuine, and cordial working relationships to business and industry, to the world of work.

The stream of educational change during the past 10 or 12 years reveals how we lurch forward in spasms of emphasis. We seem never to be capable of advancing simultaneously all along the front. The Supreme Court decision of 1954 set in motion a monumental reorganization of education and sounded the death knell of racially segregated dual school systems. Dr. Harold Spears has aptly identified the salients since 1955, the year when the question "Why Can't Johnny Read" brought new effort and reform in that basic aspect of education. The year 1956 spotlighted engineering and the newer mathematics. By 1957, Sputnik's success had challenged the USA and pushed us into a new stress on science and scientific research. 1958 saw unsensational concern about child safety.

In 1959, the Conant Report, advocating comprehensive high schools of reasonable size, stirred us and made a difference as the great man went about the country peddling his point of view. The year 1960 brought the National Defense Educational Act and the first major thrust of Federal funds and power into new areas of education. Throughout 1961, the stress was on the gifted, with "excellence" being the byword. The inter-racial problems of children and youth drew special attention in 1962.

In 1963 the word "dropout" was on everybody's lips and youth alienation became a popular subject for study and concern. Compensatory education, as a corollary to equality of opportunity, gained headlines in 1964. By 1965 serious probes were made into socio-economi deprivation, its causes and cures. In that same year, but largely implemented in 1966, came landmark Federal legislation in the Elementary and Secondary Act.

I leave to your specualtion what may be the current emphasis, if we have one.

Back in 1961, the Commission on Goals for Higher Education identified five broad objectives and gave them primacy. They are equally valid today and may be applied to all levels of education:

1) Provide every individual with opportunity for maximum development.
2) Produce citizens who are responsive to the social, economic, and political needs of their times.
3) Achieve excellence in our educational programs -- in teaching and in scholarship.
4) Accelerate economic progress through education.
5) Guide in solving problems created by factors such as population change, racial difference, urbanization, and technological growth.

At this juncture in history a major review, restructuring, and revitalization of American education is needed. We know now that formal education can -- and should -- begin very early, as early as age three. It is now possible and desirable that children learn how to read before they enter the first grade. This development alone will call for drastic curricular revision all the way to the graduate school.

Forms of education will change. At last we have begun to create neighborhood schools, or learning and referral centers, to serve all the people in that area. As we involve more adults in programs of continuing education, support for schools will be greater. Public understanding and involvement are urgently needed to avert a taxpayer rebellion. More agencies than just schools have a contribution to make. Harnessing the power of all relevant agencies and focus their combined resources on an individual will call for the highest order of planning and administrative coordination.

With the organization of local teachers groups for purposes of collective bargaining (the more proper term is "professional negotiation"), increased pressures will be brought to bear on boards of education and funding agencies. How much more will the public be willing to pay than it is now contributing to education? In Georgia, for instance, 58 per cent of state income is devoted to education. Will that percentage increase, in the light of new goals and new demands for higher quality?

This is no time to retrench in education. But we must take a long, hard look at its efficiency and effectiveness. We should be able to "show cause" and amply justify increased expenditures beyond merely restating the needs for higher salaries for teachers. Are we to be held accountable in terms of unit costs? Is there to be a penetrating look, through national assessment or other means, by taxpayers at the products of education? These are questions we will face in the coming decade.

No clearer illustration of the need for educational reform exists than the story of what happens to many children enrolled in the Office of Economic Opportunity's Head Start Programs. The children respond; they profit; they gain a priceless motivation to learn. But the benefit is short-lived when these exhilarated youngsters are dumped into schools that have not kept pace with new developments and which perform as if Head Start did not even exist.

By raising a multiplicity of issues I have probably added to existing confusion. These issues, however, are live, real. By no means has the entire catalogue of ills, problems, triumphs, and challenges in education been covered. These are just some of the forces and factors which produce a part of the context of our life and times and which influence the roles of vocational educators and others concerned about a vast, underdeveloped segment of the human resource and manpower potential for this country.

APPENDIX C

THE CHANGING CHARACTER OF OUR ECONOMY AND ITS EFFECT ON THE VOCATIONAL EDUCATION SYSTEM

Address by Curtis C. Aller
before the
Leadership Seminar of the American Vocational Association
at Kentucky Dam Village State Park, May 21, 1967

I am very pleased to have this opportunity to address the leaders of this Nation's vocational education system in so picturesque a setting and on so historic an occasion. I am mindful of the fact that this is the Golden Jubilee of federally supported vocational education. Just fifty years ago, February, 1917, Woodrow Wilson signed into law the Smith-Hughes Act, which added an entirely new dimension to the concept of education. This Vocational Education Act of 1917 made it the national purpose to enlarge the objectives of education to include specific preparation for work, and to enlist the resources of the Federal government to aid that purpose.

When the Act was being considered, the United States had catapulted into the twentieth century, changing its character from a lusty, growing infant among nations, with deep agrarian roots, to become an industrial world power. It was now engaged in a World War demonstrating that the capacity of a nation to survive depended in large measure on the size of its industrial base, the state of its technology, the ability of its workers to meet changing demands for skill, and an equitable economic progress giving workers a stake and a purpose in the defense of their country.

The needs for vocational education, brought sharply into focus in World War I, were, however, clearly manifest in the early part of this century in the growing manpower requirements of a rapidly expanding industrial nation. In the work leading up to enactment of the Smith-Hughes Act, the first Commission on National Aid to Vocational Education had this to say, in 1914, on the need for vocational education:

> "There is a great and crying need of providing vocational education of this character for every part of the United States -- to conserve and develop our resources; to promote a more productive and prosperous agriculture; to prevent the waste of human labor; to supplement apprenticeship; to increase the wage-earning power of our productive workers; to meet the increasing demand for trained workmen; to offset the increased cost of living. Vocational education is therefore needed as a wise business investment for the Nation because our national prosperity and happiness are at stake and our position in the market of the world can not otherwise be maintained."

These statements about our national goals and national needs still hold true, but in the half century which has elapsed since they were made, the shape of our society, and the demands placed on the educational structure called on to meet its needs, have changed radically. The fact is, however, that no major overhaul of the initial Act occurred until the Vocational Education Act of 1963. I am aware, of course, of the modifying amendments which provided training for numbers of additional occupations in intervening years. But it was not until 1963 that the vocational education system was not only permitted, but required, to show flexibility in the development and expansion of vocational training so that it could be geared to meet the changing employment and skill patterns and effectively prepare individuals for working life.

What made this major overhaul of vocational education essential, and made flexibility so vital? During the past fifty years our population has doubled. There has been a mass exodus from the farm -- which still continues -- and a mass influx of women into the labor force. We have witnessed a far-reaching transformation in the content of work and in the skills required of our workers. White-collar workers now outnumber blue-collar manual workers, and, despite the increasing abundance of material goods, the majority of our work force is now providing services rather than productive goods. Fifty years ago three of every ten workers were employed in agriculture; by 1947 the proportion was one to seven; and today it is only one in twenty. Since 1940, there has been a net transfer of 25 million persons from farms to urban areas; today farm-reared persons make up approximately one-third the adult (18 and over) population in metropolitan centers. And the trend is continuing. Last year, 400,000 workers left farm employment; at the same time, 3 million workers were added to nonfarm payrolls.

By now, I suspect that many State Directors may be getting tired of hearing about the declining careers in agriculture; the decline has been going on for about fifty years. And yet, the sad fact is that -- despite the changes made and being made since the 1963 Vocational Education Act -- vocational agriculture continues to be the only kind of vocational training widely available to boys in rural areas. While farm boys have been flocking to the cities, enrollments in vocational agriculture have been rising -- from 585,000 in 1947 to 861,000 in 1964 and 907,000 in 1966.

I do not question that farm occupations require increasing technical skill and hence training, or that skill in farm occupations sometimes can be used in nonfarm occupations. But I believe there is something unrealistic in ignoring the fact that many of the boys in rural areas are going to be working at nonfarm jobs.

During these postwar years not only men but women have been leaving the farm, and the farm women and their city sisters have been flooding into urban job markets at a steadily increasing rate. The labor force participation rate of women rose from 32 to 40 per cent in the 1947-66 period; among those aged 45-54, where responsibilities for child-rearing diminish, the rate jumped from about one-third to over half the total population in that group.

In spite of this, the vast majority of high school girls in Federally assisted vocational education are enrolled in home economics programs; such enrollments more than doubled between 1947 and 1966, rising from 969,000 to about 2 million. Again, I recongize that there are other considerations involved here; home economics can be justified as necessary preparation for home life. But it has only been very recently that recognition has also been given to another unmistakable fact of life -- women are a very significant part of the work force of the Nation and they are becoming increasingly more so.

Let me emphasize this: Vocational education has been one of the important reasons for the industrial pre-eminence of this country and for the ability of the country to achieve the extraordinary high levels of production which have made possible progress toward prosperity for all. It is the importance of vocational education which requires that it be made responsive to the vast changes going on in the economy, and I have been gratified by the acknowledgement of this principle in the Vocational Education Act of 1963 and in the cooperative roles which have been assigned to different elements, including the Labor Department, in trying to mesh the purposes of vocational education with the changing needs of the work force. As a Nation we are committed to greater investment in economic growth; in fact we require it if we are successfully to meet our vast needs for raising the wellbeing of our disadvantaged poor, for fulfilling the huge demands we face for public programs involving construction and services, and for meeting our national security objectives as well.

In addition, our threshold of tolerance for wastage of human resources has changed radically in the postwar period. Effectiveness in preparing individuals to fill a productive and satusfying role in life, the essential basis for equal opportunity, is not merely a desirable objective, but one which individual Americans are now demanding. From every point of view, effective education and training is of paramount concern to the national interest as well as to each individual.

It is essential therefore that vocational educators keep up with the economic and social changes now taking place, and gear their programs to the needs expressed in these changes. I suggest that a much closer liaison between vocational education and manpower research must be developed to keep the information flowing on the course of changes. And I certainly recognize that this is a two-way street. Manpower economists can stand far more familiarization with the practical capabilities and accomplishments of the vocational education system. Unfortunately this understanding is often frustrated by the lack of information which relates the operation of the vocational education system to the world into which it sends its students. I suspect that not only manpower economists, but many educators as well, might develop a different and higher concept of the importance of the vocational education system -- and have better tools for living up to this higher role -- if the right information were available. I regret to say that there is far too little hard data on vocational education with which to evaluate progress accurately. Too many of the statistics are on "programs", not people, and information on the total picture in vocational education is sometimes so elusive that it is difficult to say when an increase takes place or when there has merely been a shift from locally funded to federally funded programs. Obviously, it is essential for progress of the system that we know clearly where we stand and where we are going.

Let me now give you a quick glimpse of our economic situation and the implications it has for vocational education:

The Economic Situation

The United States is experiencing one of its strongest and longest economic expansions on record. Our present period of economic growth is now in an unprecedented seventh consecutive year. Despite some of our very conspicuous failures in extending the benefits of economic progress to the disadvantaged poor -- failures which present serious challenges to our system of training and vocational education -- we have succeeded in maintaining a pace of economic growth which has made it possible to increase steadily the wellbeing of our citizens while at the same time fulfilling our huge commitments abroad.

Last year, we had the largest annual increase in employment payrolls since World War II; and unemployment dropped below and has remained below 4 per cent. Manufacturing industries provided a strong source of new employment, adding 1 million new jobs. This resumption of job expansion in manufacturing after years of little growth is especially important because of the work opportunities it gives to youths entering the labor force, to the many people who have not been graduated from high school, to the unemployed workers who, after training, have a better chance of getting production worker jobs rather than white collar work.

While realizing the recent importance of job growth in manufacturing, we must also note that the service-producing sector continues to contribute the major share of job expansion. In 1966, the service-producing industries -- trade, finance, service, and government -- added 1.8 million jobs, the largest increase in a single year in the whole post-war period. Since 1947 the service sector has provided more than three-fourths of all new jobs in the nonfarm economy.

I know that you do not have to be cautioned against self satisfaction in viewing the proofs of our prosperity, because we also have proofs, in the slums of every major city and in numberless depressed rural areas, that we are still far short of our goals, that poverty and wasted human resources remain as blights on our national life. We do have 3 million unemployed, together with almost 2 million additional on part-time involuntarily, and we have unmeasured numbers of underemployed. The concentration of misfortune among the uneducated and unskilled, and among Negroes and other minority groups makes the gap more apparent between the successful in our society and those who are neither participating nor benefiting from the gains of our society. This wastage of human resources threatens the continuation of our overall prosperous growth. It represents a direct challenge to those of us charged with the preparation of young citizens for their future working life.

The plight of the disadvantaged, particularly the young, is too easily ignored in a time of general affluence. These youths have been handicapped by a barren home environment, their miserable primary schooling has failed to even transmit the fundamentals which would enable them to learn skills giving them the dignity of decent earning power, and they are forced to shift for themselves in a world in which emphasis is increasingly given to skill and education. The problems of this group are too urgent for the vocational education system to disclaim responsibility for training these youths in an effort to gain prestige for the system and alter the image which some persons are supposed to hold of vocational education as a dumping ground. The vocational education system is large enough, and its mission is comprehensive enough, for it to seek both sophistication in the skills it teaches as well as effectiveness in conveying the fundamental skills to those who have none, to make possible the later acquisition of more complicated skills.

In a time of general affluence it is also sometimes easy to ignore the deferred problems of those who get jobs -- bad jobs without futures and often with very unsatisfactory present rewards -- because the demand for workers is great, Our society is a growing and changing society, and preparation for work must provide the basis for progress and change. The massive pace of scientific and technological change that is the most vital fact of our era has resulted in shifts in industry, not only changing the occupational pattern of employment but also intensifying changes in occupational patterns within industry.

Our present prosperity in many ways gives the vocational education system a unique opportunity to upgrade the status of future workers, to bring their actual careers closer to their potential capabilities. It also makes it possible to accomplish the social objectives of developing human resources while meeting economic needs. It makes it easier to accomplish changes in the structure and content of our system of vocational education so that it can contribute to the continuation of this prosperity. We are looking at a dynamic situation which requires that our institutions and our labor force keep pace with changes and avoid the lags and shortfalls which can result in economic setbacks and new social problems.

Let me now note some of the industrial and occupational changes which form the background of our current economic situation and which relate directly or indirectly to vocational education. I will then turn to some of the anticipated future changes.

Industry Employment Shifts

The massive shift from agriculture to other economic activities which we noted before has drastically changed the distribution of employment between goods-producing and service-producing industries. In 1946, the goods-producing industries of manufacturing, mining, construction, and agriculture provided jobs for over half the employed working force, 51 per cent. By 1966 only 40 per cent, some 27 million workers were employed in goods-producing industries, and the balance, 41 million were in the service industries of trade, government; finance, insurance, and real estate; transportation and public utilities; and business, professional, and personal services.

Postwar declines in goods-producing employment reflect in the main the continuing decline in agricultural employment, as well as a sharp decline in mining employment and a failure of manufacturing employment during most of the period to keep up with total growth. Employment in contract construction rose substantially in this period; despite considerable fluctuation, manufacturing continued to be, by far, the largest industry in this group. The shifts in manufacturing employment in the postwar years, however, illustrate the need for constant reassessment and readjustment to changing trends of employment in the job market. Manufacturing rose from 15,5 million in 1947 to a peak of 17.5 million in 1953, declined to less than 16 million by 1958 and showed relative stagnation during a period in which the economy as a whole grew slowly. The continued high pace of economic activity during the past few years has brought about a resurgence in manufacturing employment; manufacturing now has over 19 million jobs, and we can expect the figure to continue rising as long as we can maintain a high rate of overall economic growth.

Underlying these dramatic changes in the pattern of industry employment are major changes in technology, in consumption patterns, and in the general level of economic activity.

Dramatic advances in new and more efficient production and distribution techniques and equipment, as well as new products and new services, have resulted in large part from our vast investment in scientific research and development. In little more than a single decade, 1954-1965, this investment rose from $5.2 to 20.5 billion, from 1.4 per cent of the gross national product to 3.0 per cent.

The six-year period of sustained growth in our gross national product has in itself also had a profound impact on the character of employment, and job growth, particularly in manufacturing. Far from declining further because of the impact of spreading automation, manufacturing employment rose sharply in the past three years and between 1965 and 1966, accounted for about one-third the year-to-year gain in nonfarm employment, a gain of one million jobs in one year. The anticipated influx of young people in unprecedented numbers in the past few years about which so many of us were apprehensive -- the beginning of the wave of grown-up members of the postwar baby boom into the labor force -- now provides a much needed boost in manpower resources for the Nation's productive and defense capacities. We believe the resumption of employment growth in manufacturing is traceable to the length and the strength of the current economic expansion as well as to the vailability of trained workers to meet the needs of industry. And this in turn has been no accident; the maintenance of job growth has been the avowed objective of active government policy exercised not only in the monetary and fiscal sphere, but also in a broad variety of manpower programs.

Occupational Shifts

The massive shifts in industry have greatly changed the occupational pattern of employment and there has been an intensification of changes in occupational patterns within industries as well. In manufacturing, for example, 1 in 6 workers was doing a nonproduction job.

When we look into these changes in greater detail, we find that within each of the major occupational groups the sharpest rises were in those occupations requiring the highest degrees of education and skill. The largest numerical increases and the sharpest rise in percentage terms occurred in the professional and technical group; their number rose from 3.8 to 9.3 million in the 1947-66 period, and increased from 6.6 to 12.6 per cent of total employment. Employment in clerical occupations, the largest field of employment for women, expanded from 7.2 to 11.8 million in this period, and now makes up 16 per cent of the employed total, compared with 12.4 in 1947. Managerial and proprietary employment grew at about the same rate as the labor force but this fact masks important changes within the group. The number of proprietors of small businesses, who typically have considerably less education than salaried managers, has sharply declined while the number of salaried managers has grown rapidly -- one estimate suggests that between 1958 and 1964 the latter group expanded at twice the rate of all workers in nonagricultural occupations.

Employment trends in blue collar jobs exhibited similar characteristics. The number of skilled workers rose from 7.8 to 9.6 million, a 24 per cent gain compared with only 13 per cent among operatives and kindred workers -- the semiskilled group. However, semiskilled workers, numbering 13.9 million, are still far more numerous than workers in any other major occupation division. Even though the gain has been proportionately small, they have increased by about 1.4 million in the past three years alone. The number of nonfarm laborers also increased by less than 5 per cent in the 1947-1966 period. Last year, while employment was generally booming, there was an actual drop in the employment of laborers -- along with a decline in their unemployment -- suggesting that an upgrading of workers took place.

In the years 1947-1966 service workers (except household) have been the second fastest growing group, rising by about three-fourths during the period to number nearly 10 million. In fact our economy may now be typified as a "service economy"; we are the first Nation in the history of the world in which more than half of the unemployed population is not involved in the production of tangible goods. Much of this growth of the service sector must be attributed to a sharp expansion in jobs requiring rising levels of education and considerable training. For example, practical nurses, who are increasingly required to meet high standards for licensing, are one of the fastest growing groups.

Future Manpower Needs and Requirements

What of the future? Our technicians in the Department of Labor have recently taken a look at the shape of things to come. They have assumed that neither public opinion nor public officials will allow a recurrence of the slow growth in demand which was reflected in the extremely high levels of unemployment in the recent past. They have taken into account what experts have projected about progress in some of the more dramatic technologies and considered probable shifts in investment and consumer expenditure patterns, in government programs, and in other factors that will clearly affect the outcome. And they have taken as a basis for projection -- and not as an endorsement or even a willingness to accept it -- a level of unemployment of 3 per cent in 1975. In general their projections tell us what to expect if the next decade is characterized by patterns of change essentially similar to those during the postwar period.

One of the more interesting techniques of projecting industry manpower requirements is based on the input-output model of the economy, which can be used to show the impact on employment requirements in various industries of changes in the growth of one or more industries. The development of a new product, or increases in certain types of defense procurement for example, can be traced through the economy in their impact on manpower requirements.

First let us examine the size of the work force that we may expect and the number of people likely to be employed. Roughly a third of those who will be in the work force in 1975 are now in school and, of course, many who are now in it will be gone because of death, or disability, or retirement. Taking into account the social and economic changes under way now, the Labor Department has projected a rise of over 16.5 million in the labor force between 1964 (the base year for these projections) and 1975 -- an annual average of nearly 1.5 million compared with an average increase of 1.1 million between 1960 and 1965. The size of the work force is expected to reach 93.6 million in 1975.

Industry Projections

Despite adjustments to take into account anticipated technological change, shifts in investment and consumer expenditure patterns, changes in emphasis in Government programs, and other factors, the broad industrial and occupational trends during the next decade will be roughly similar to those of the postwar period. Farm employment is expected to go down by about a million and other employment to go up more than 19 million, for a net gain of 18 million between 1964-75. For nonfarm goods-producing industries -- manufacturing, mining and construction, the increase in manpower requirements is projected to be 17 per cent, a somewhat faster growth than in the 1947-64 period. For service-producing industries, growth, also somewhat faster than in the earlier period, is expected to be about 38 per cent, double the rate in the goods-producing sector.

The effect of these industry employment trends will be to reinforce recent trends in the industrial composition of the economy. Government and services will increase sharply as a per cent of the total; construction and trade will also increase their share. On the other hand, the share of manufacturing and transportation and public utilities will decline slightly and that of agriculture and mining decline sharply.

The service sector will require nearly two-thirds of the work force (64 per cent) compared with 3 out of 5 (59 per cent) in 1964 (and now). The fastest growing segment will be State and local government employment, which is expected to rise about 69 per cent, and the next largest is the service and miscellaneous group (accounting, advertising, engineering, repair and maintenance industries, services, etc.) which will rise by 43 per cent. Nevertheless manufacturing will continue to be the largest of all industry groups, with close to 20 million workers in 1975.

Occupational Requirements

Differences in growth among the various industries and changes within industries will result in substantial changes in the Nation's occupational structure. Growth in employment during the next decade is expected to be about 26 per cent, according to the assumptions already indicated of an unemployment rate of about 3 per cent. White collar workers are expected to increase by two-fifths in number (38 per cent); and the fastest growth - 54 per cent, or double the average of total employment -- will be among professional and technical workers.

The number of service workers will increase by over one-third -- with the greatest increaees in service jobs outside the household occupations. Blue collar workers are expected to increase by about one-sixth, but among those in skilled jobs -- craftsmen and foremen -- the increase will be about as fast as the average, 27 per cent. Requirements for operatives will increase more slowly, about 15 per cent; the number of nonfarm laborers is likely to rise only slightly. And the number of farm workers will decline by about one-fifth. Projections have been made for many of the specific occupations within these categories, but I will not burden you with these details at present.

All of these estimates of growth point to areas where demand for trained workers is likely to be keenest. But growth in employment is not the only source of job opportunities. For some of the skilled occupations, for example, the need to replace workers who die, retire, or transfer to other lines of work is expected to account for the bulk of career openings. The projected need for carpenters illustrates the point. Although employment requirements for carpenters in the construction industry are not likely to increase significantly between now and 1975, about 160,000 career openings are expected because of the need for replacements of those lost to the trade due to death or retirement. In fact, attrition of experienced skilled workers as a whole is expected to account for more than four-fifths as many openings as growth in employment requirements.

Replacement requirements depend, of oourse, in considerable measure on the age distribution of workers in the occupation. Skilled blue collar workers are on the average older than workers in say, clerical occupations, and so replacement requirements are greater in proportion to total employment. Replacement needs depend also on the rate of turnover for other causes. Replacement requirements tend to be very high in women's jobs, and among teachers, for example, replacement requirements typically are much greater than growth requirements. And it is only appropriate to note that we are still far from the day when blue collar workers will be unnecessary. Despite the hue and cry about cybernetics and automation, real life for millions of workers still consists of production and service jobs which have not disappeared and are not about to disappear in the near future.

The manpower picture is by no means simple; it will require knowledge and planning to make vocational preparation effective. We face a number of paradoxes. Rapid economic growth has increased the demand for skilled workers and even resulted in some limited shortages in certain occupations and areas. At the same time, large numbers of Americans are unemployed, or not employed at the level they can and want to work at; many others have had their hopes so blighted that they do not even seek work. Although the wave of the future will carry the work force into even more skilled jobs, there will still remain for the foreseeable future a strong demand for unskilled and semiskilled workers. In 1966 we had nearly 14 million persons working as semiskilled operatives, 4 million unskilled nonfarm laborers and 10 million service workers. Not enough thought is being given to the education and training of persons who fill these jobs, both before and after they enter the labor force. Not enough thought is being given to the preparation of careers for women, who have become a mainstay of our economy. Not enough thought is being given to the education and training of young persons who will not remain in their communities after they finish their schooling.

Technological developments constantly create change and call for the ability to adapt to new jobs and new skills. Workers who make, on the average, six job changes during forty years of working life must have sufficiently broad preparation to be able to meet changing job requirements.

Each one of the changes referred to above poses challenges to the planning of preparation of youngsters for work.

Youngsters must be alerted to the kind of world they will face. And the kinds of courses offered by vocational educators must be in tune with current reality.

In short, on the one hand we find an economy of rising employment, fast growing occupations on the upper end of the skill ladder, emerging labor shortages, new occupations, new skills; and, on the other, persisting hard-core unemployment, an increasing number of youth unprepared for skilled employment, a decrease in availability of unskilled work, obsolescence of some jobs. The challenge to manpower policies are obvious.

-- We need education and training programs for white collar work, technical jobs, skilled trades for those occupations facing acute personnel shortages such as in the health fields, and for some new occupations. But we cannot neglect the preparation of those who will be needed in less skilled jobs. The programs must be tailored to the needs of individuals and meshed to the requirements of the economy.

-- Retraining needs must be met for those workers whose jobs have become obsolete. In a rapidly changing economy, workers may be expected to be in several different occupations during their lifetime.

-- Special basic education and prevocational training is necessary for the educationally disadvantaged; and work-study programs are needed to ease the transition from school to work.

-- We need on-the-job training for particular jobs and for promotions. In fact in some cases jobs should be redefined to enable people to advance up the skill ladder as they acquire more work experience; we must realize that shortages in the health field are caused in part by lack of career advancement opportunities.

-- We need further research and development for proper guidance as well as improved occupational requirement forecasting on which it is based.

The Vocational Education Act of 1963.

These challenges are nothing new. The problems have been recognized for many years, and a major step was taken to meet them in the Vocational Education Act of 1963. This Act officially introduced a new element in the connection between the preparation of our work force and the changing demand for manpower. The Act calls for a responsiveness of the vocational education structure to changing occupational requirements. In order now for a State to receive its allotment of Federal funds, it must submit to the Commissioner of Education a plan outlining the policies and procedures for evaluating the vocational education programs and services in the light of information regarding current and projected manpower requirements.

The plan must provide for cooperative arrangements with the Employment Service for the regular transmission to the State boards administering vocational education of information on an occupational basis indicating the patterm of local and general job demand. Both the Labor Department and the Department of Health, Education, and Welfare share responsibility for relating vocational preparation to the reality of manpower needs.

The Manpower Administration in the Department of Labor has charged various bureaus in the Department to develop guides for occupational forecasting to be used by the local Employment Offices in carrying out their responsibilities under the Act. Interagency work is under way to refine and extend the system of forecasting manpower requirements.

The results of the new awareness of occupational growth is being reflected in new curriculum development, new programs of training. Schools are now teaching radiography, instrument maintenance, optical mechanics, to name but a few of the new fields. You should know that this Vocational Education Act also provides for new programs of rural education; courses include training in skilled and technical occupations in nonfarm industries.

Under the Act, 10 per cent of funds are specified for research and development, This has led to such efforts as finding better ways to reach and train severely deprived youth and adults; use of education technology -- closed curcuit television, computer assisted instruction, for example; curricula redesign oriented to employment requirements.

We have a tremendous stake, transcending bureaucratic considerations, in seeing to it that the vocational education system achieves its proper importance in our society by effectively functioning to prepare youth for their work life. The success of the job we all do will affect the lives of millions of our youngsters. Their earnings, their employment, their job satisfaction and personal happiness -- as well as the productivity of our society -- depend on the effectiveness of vocational training.

The vocational education system must itself confront some of the problems with courage and a deeper sense of its own importance and social responsibilities. It must for example take a long look at the problems of Negro youths and consider the contribution training can make in preparing them for job opportunities which have been opened by the falling barriers of discrimination. Equal opportunity in its most effective sense will come primarily from removal of the disadvantages in education and training and the preparation of individuals so that they can be productive and self sustaining.

I support the vocational education system in its opposition to being treated as a dumping ground for less able students. But I believe this is irrelevant to the system's responsibility to salvage and rehabilitate youths who are otherwise destined to tear away at the fabric of society rather than help to build it stronger. I invite the attention of vocational educators to the remarkable successes we have had in our Manpower Experimental and Demonstration Program in reversing the social cancers bred by discrimination and poverty which were allowed to fester under uninterested teachers, and inadequate instruction and curricula.

This may mean that you will have to develop new curricula, use new teaching techniques, and reorient your teachers and guidance specialists so that they are more sympathetic to the plight of those they serve. I suggest that your entire educational approach may have to be re-examined and redirected. The new programs and approaches to which I am referring can only be fully explored through a vigorous research program.

Our major domestic problem is how to have every individual participate in the economy and receive an adequate share of this Nation's extraordinary natural and productive wealth. For this, education and training play the central role; it is the way to take the poor out of their class of poverty; and through education bring new discoveries to further improve technology and increase wealth -- spiritual as well as economic.

Charles Frankel, in The Case for Modern Man, pointed out that scientific progress in the last century and a half has been phenomenally large and man's expectations have grown along with it. At one time we assumed a gap between ideals and practices; today we expect theory and practice to be close together.

I hope that in this short address I have been able to convey the serious nature of the problems we face and the changes we have experienced and can expect to experience in our society, and from this persuade you that a transformation of the structure and thinking of the vocational education and guidance system is in order to bring these systems abreast of and keep them responsive to these changes. My comments have been made in a constructive spirit, based on a profound respect for the importance of vocational education in the development of our truly basic resource -- manpower. To those of you who are working for the needed changes, be assured that you have the support of all men of good will. What is at stake here is far more than the vocational education system; it is the youngsters you are training and the influence this training will have on them as future citizens and workers.

I just want to leave you with an "open-ended" thought, a statement of Albert Einstein's:

> "Sometimes one sees in the school simply the instrument for transferring a certain maximum quantity of knowledge. But this is not right. Knowledge is dead: the school, however serves the living. It should develop in the young individual those qualities and capabilities which are of value for the welfare of the commonwealth. But that does not mean the individuality should be destroyed and the individual become a mere tool of the

community, like a bee or ant. For a community of standardized individuals without a personal originality and personal aims would be a poor community without possibility for development."[1]

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[1] Einstein, Albert. "On Education". In Haimowitz (ed.) Human Development. (New York: Thomas Y. Crowell Company, 1960), p. 535.

APPENDIX D

Remarks of Roy W. Dugger
Vice President, Texas A and M University
and
Director, James Connally Technical Institute
Waco, Texas
Leadership Development Seminar for
State Directors of Vocational Education
Kentucky Dam Village State Park
Gilbertsville, Kentucky
May 22, 1967

Lowell A. Burkett: This is the final session this afternoon, and we have with us today a good friend of all of us, Dr. Roy Dugger, whom most of you know was Deputy Assistant Commissioner of Vocational-Technical Education in the U. S. Office of Education. He has recently become Vice President of Texas A and M University and Director of the James Connally Technical Institute in Waco, Texas. Dr. Dugger is one of America's outstanding leaders in vocational-technical education and he is going to talk about some of the institutional forces that have grown up and their effect on vocational education. It is a pleasure and a privilege to present to you, Dr. Roy Dugger.

Roy Dugger: Thank you, Lowell, and fellow members of the American Vocational Association, because I'm sure that all in this room at this time are members -- and if you're not, you ought to be -- for the simple reason that the leadership, the executive leadership, for occupational training in our country to keep America from becoming a second rate Nation rests with the American Vocational Association and the members of that Association that are in this room now. We have a real opportunity and tremendous responsibility before us. We've discharged the past with a great deal of credit in my opinion -- we have a long way to go to meet the challenge of our exploding population and complex society in the years ahead.

And, Lowell, I've just got to say that it's good to be home among friends here, and it is certainly a pleasure, and we count it a privilege, Mr. Konecny and I, to have been selected for both of us to appear on this program today. Our only regret is that our Legislature is in its last week of deliberations regarding not only the budget for the entire Texas A and M University system, but also for the James Connally Technical Institute in particular and we have a hearing in the morning in Austin on which the roughly $20 million for vocational and technical education in our State is likely to depend, and so for that reason we're going to have to take our leave in a little while and catch a plane.

And it's even better to recognize that the person who had a part in inviting us to come here and visit with you and participate in the courtesies that are always extended by Mr. Everett Hilton and the fine Kentucky staff is one of our university competitors in our State, a great friend of ours, and a wonderful tea-sipper from Austin, Jim Eddy. Dr. Eddy, we surely appreciate the fact that you are among friends here and that you had to invite two Aggies to counter yourself.

We were having a hearing in the Texas House last week. Of course, you folks who haven't visited Texas very much might not really understand this. But, you could put the Departments of Labor and HEW in what I am about to say about three universities in our State. Of course, you'd have to have OEO as a third one -- you'd come up with a similar kind of matrix. They were talking about the relative cost of educating people at Texas A and M University as compared with Texas Tech. It so happens that the Texas A and M University, being a land grant college, has the Ag extension service which doesn't record students; we have the engineering extension service which doesn't record students in the sense of semester credit hours and that sort of thing; and, we have a lot of functions which cost money but which do not show up as students. This isn't widely known and we have trouble articulating this to our friends around the State, particularly those in the Legislature on the Appropriations Committee. So this particular Texas Tech graduate who was in the Legislature, on the floor debating the bill, said it seemed peculiar to him, why Aggies always had to have twice as much money to educate a student as they had to have at Texas Tech or at the University of Texas. One of the tea-sipper legislators (that's the University of Texas) got up, and said: "Well, did you ever try to teach an Aggie anything?"

So, we have some great days down in our State. Any of you who happen to be flying over or near by, we'd wish you'd drop in and visit us on any one of our five campuses, but more particularly at the James Connally Technical Institute where we are trying to put together a residential vocational-technical school that we expect to be a model for the Nation. In a sense, what we are trying to do there reflects the different forces that are being brought to bear, I think, upon occupational training in our time. Might we approach this in a couple of ways -- we'll talk a little bit about verticle escalation -- or somebody had another word a while ago but I've forgotten what it was, and we'll talk a little bit about horizontal integration.

First, we have discovered that in Texas in a hundred mile radius of Dallas, there are more functional illiterates per thousand population than in any other similar area in the United States. We're not particularly proud of that, but it is a fact, a fact with which we must deal.

This being so, we begin to analyze the causes. Well, I'm not sure of all the causes, but I'm certain of one thing: that many of those who are functional illiterates were school dropouts before they completed high school. Although occasionally we find a technically functional illiterate who comes to us and wants to enter and we have to take him because we have an open door admissions policy, and yet on the basis of all tests that he or she may respond to, we discover that they have less than a 5th grade competence. This isn't limited entirely to Negroes and Latin Americans although they would predominate proportionately in these groups. So, we recognize that if public education is to meet its responsibility to people who want to learn to earn a satisfactory level of living for themselves and their families, that we are going to have to have a truly comprehensive educational program beginning no later than the junior high school program.

We've all read the Conant Report. We've heard comments about it today -- very favorable comments and I tend to agree with a good deal that Mr. Conant says although I tend to violently disagree with some of the assumptions on which he based what he said. He made his particular report on the comprehensive high school in our country, and yet there are practically no comprehensive high schools in the United States; and, I believe, Mr. Guemple, none in Texas. They are called this, but the general educators are so ill-informed and so much more interested in football and basketball than in training people in learning to earn a satisfactory level of living for themselves and their families that they tend to neglect the very thing that would make us have truly comprehensive high schools, and if you please, comprehensive junior high schools, by including occupational training opportunities. That is what I mean when

I suggest that one of the institutional forces, or one of the forces bearing upon our traditional institutions today, is a growing recognition on the part of our friends in general education, and I hope an assumption of responsibility on our part as members of the American Vocational Association, to provide for truly comprehensive education programs beginning early enough in school so that those who depart school prior to completion of high school can enter the world of work and at least make something equivalent to, or hopefully greater than, the minimum wage.

Now, the same thing we said about the junior high school, of course, can be generally applied to the high school programs in our State. We have a lot of high schools where the total enrollment is so low that it is not feasible to offer comprehensive occupational programs. Under the leadership of Mr. Guemple, and his fine staff, and we hope the land grant college of Texas A and M University, that we will in time be able to contribute somewhat to this in terms of training competent teachers to staff the area vocational schools. Again, we would like to think, there I think philosophically and if John disagrees with me he certainly has equal time in a moment -- and he'll take it when we get back to Texas if I don't give it to him here -- but generally I think philosophically we are in agreement with the idea that the area vocational school is not a school, generally speaking, separate from the other schools in the area. That is to say that the students may be given occupational training in the area vocational school somewhat on the jointure basis as practiced in Pennsylvania, where they are enrolled in their regular high school program with their peers from their community, and they have an opportunity for a truly comperhensive high school experience.

To move quickly into the junior college area, and here we find in our State a late development in occupational training, technical education particularly, in the junior colleges of our State. It was only about three or four years ago that the junior college movement in Texas began to give real consideration to the need for a comprehensive opportunity for education within the communities they served. Generally, the junior colleges serve communities on a county-wide basis, and in some cases, there is more than one county involved, and in a few cases less than one county where there may be large metropolitan areas with one or more junior colleges within a county. I think perhaps this isn't too unlike what we observed in our experiences from the Washington chair a few years ago that until the early 1960's most traditional minded general educators had tunnel vision (I'm trying to say this so you'll understand what I'm talking about), and were people who did not recognize their responsibility for teaching people how to make a living. Now we find that this occupational training is beginning to receive a great deal of recognition and we find more and more area vocational school programs in the junior college environment which does not provide an opportunity for those post high school students -- either post high school in terms of high school graduation or maybe of age -- they may have left high school early and entered the junior college later in life not to pursue a traditional BS, MS, or PhD program, but to learn to do something.

Then, of course, we at Texas A and M -- may I talk just a little bit about something that has bothered us? And this isn't unlike, perhaps, the thinking that is going on among those persons who are involved in higher education in your respective states--the degree may be different, but perhaps the direction is about like this. We began to look at what was happening on our College Station Campus which is the parent campus of our five campuses. This is where we offer everything, you know -- all the way up through the double PhD (and we do raise beef cattle down there too, and some people interpret it that way). The point here is that 50 per cent of those who entered as freshman a few years ago at College Station never went beyond the freshman year. Well, we really got concerned about this and did improve the situation a little bit. However, fairly recently we found that 50 per cent of those who entered the freshman year don't finish the fourth year. These are pretty good people, by and large, who are dropouts from the institutions of higher learning -- the tradition bound institutions of high learning. Well, it may be that we can't very well offer occupational training in a college of engineering at Texas A and M -- and probably you'd have problems with this in your State -- or you may not, for this is one way it is administered in some states, for example Oklahoma State University in Stillwater. Generally you find that the philosophy is so different between vocational and technical educators and engineers and scientists that the two tend not to flourish on the same campus location. One tends to finally overshadow the other, but we need them both. So, we thought that to develop a truly comprehensive university program we needed to give attention to those students who should go beyond high school; who are able to go beyond high school; who want to learn to earn a really satisfactory level of living for themselves and their families; who need training and retraining throughout their life. So, we began to give attention to the problem of alleviating underemployment in our state by this means -- and therefore, we assumed the responsibility of a vocational-technical institute in which we now have 700 students. If Mr. Konecny lives and does well, he'll have an enrollment up in a couple of years to 3500 students. These by and large will be men and women who are in what we traditionally call in vocational-technical education either a vocational skill development program of rather short duration, very intensive but not for college credit; or on the other hand, a two-year technical education program for which an associate degree in applied science, or a similar degree, will be granted.

Then we began to wonder if this was sufficient because we looked at a county South of the county where our Waco campus is located, and we discovered that it was 9th from the bottom, the ones around us weren't much higher up. Therefore, we realized that as a university it was not enough to train scientists and engineers and technicians and skilled workers for exportation to Wes Smith's place (California) -- it's a great place out there, Wes, but we like to keep our kids at home as best we can -- so we then began to assume the function of industrial development and economic expansion in this area. As a result of assuming this function we have on the way now new industry in this formerly highly depressed area that by Christmas of this year will employ about 500 people and within three years will probably employ 2500 to 3000 workers on the campus -- on the James Connally Technical Institute campus. This is sort of taking a little bit of an idea from Stanford University which has done this so well in the great State on the western part of our Nation. We feel like that this is what we need to do to exercise executive leadership in an institution beyond high school.

Now, let's talk a little bit about this integration business -- and I'm not referring to religious or ethnic background particularly -- but to the different institutional forces that have grown up in our lifetime --

many of them have grown up in the last five years. We recognize that vocational-technical education is an extremely important part of the strength of our Nation. We further recognize that if vocational and technical educators had early assumed the role and responsibility and the executive leadership necessary to give those people who have educational and socio-economic handicaps an opportunity to learn to earn instead of letting them go on the welfare rolls, that the Office of Economic Opportunity would not have been necessary. I can criticize you, and we can criticize each other, but the fact is that we, most of us in this room grew up as third generation of vocational educators in our country -- and I realize, Lowell, that I'm going to say a thing or two here that will be a little controversial -- and I don't mind that either, really. The early people, 1917 to 1935 just prior to World War II, in the first generation, really moved occupational training almost from point zero to a point of emphasis, or a point of eminence within our total educational system. It was a little different to the kind of vocational training, content wise, than we have now, of course, but still it was occupational training suited to its time.

Then the second generation that went through World War II took over from the first generation and began to relax a little bit. And several of us in the third generation came into a situation where we -- oh, I was proud when I became a State Supervisor -- and there are people in this room who know how I propped my feet up on my desk and figured out how I could be a policeman and you know, look down the throats of everybody else. It took Jim Perky, a great friend of mine and a great mover of vocational education throughout the past years -- it took him at least two years and he underwent a lot of patient deliberation, I'm sure, before he convinced me that I was not a policeman and had to exert some executive leadership, and I learned to do this in the great State of Oklahoma.

But so many of us in the third generation tended to prop our feet up and say: "We have arrived." And where have we arrived? I'll tell you where we are in the U. S. Office of Education. You can't find us! I'll tell you where we are in many universities and institutions of higher learning in terms of teacher trainers -- who are not members of the graduate faculty -- who do not hold professorial rank or tenure -- because we in this room had our feet propped up and thought we had it made. I'm proud to say that at Texas A and M University within the next two years every teacher trainer will be working for a department head who is a vocational educator who will have full professorial rank -- we hope he might even have a doctor's degree perhaps -- and we'll try to see that he a member of the graduate faculty. This is important, I think, in our time. I recall while in Washington in visiting with a group on one occasion, when they said: "Well, what difference does it make whether our teacher trainers are instructors or assistant professors or associate professors, or professors? What about all this rank business anyhow?" Well, if they are going to exist in a position where they can be seen and heard, and have influence in the society of our time, and in the academic society of their institution, they have to have academic rank. I don't think there is a State Director in this room who would be happy to be relegated to the position of Assistant State Supervisor, and yet there are very few State Directors in this room today who can talk to the Governor's of their States without going through a so-called Chief State School Officer. It's about time that we in this room began to exercise executive leadership like our good friend and colleague here, Jim Reid, did recently in Maryland. Jim, will you tell us what happened up there when the President of the United States came and dedicated one of our schools in my old home county? Give us a little report on that -- this is important to us.

JIM REID: I suppose in the teenage vernacular, that it was a "happening." It occurred on the 27th of April, although this work started back in November, I guess, when some people had the idea that it would be good to set up some kind of a program that would focus attention of the Nation, and perhaps the world, on the 50th anniversary of the passage of the Smith-Hughes Act.

An awful lot of work went into our planning, and I don't think anybody, including those of us who worked on it, realize the load that Lowell Burkett and Mary Allen carried in terms of bringing about the occasion. Had it not been for their real influence and activity, it would never have occurred, regardless of what other people claim. Nevertheless, I think it was one of the most significant things that ever happened, certainly within my lifetime, in the field of vocational education. I would hope that vocational educators of the Nation would not lose the significance of that simply because of the fact that it occurred in Maryland. That is, I think, insignificant as far as what actually did occur.

What actually did occur was this: for the first time in recorded hsitory a President of the United States took time out from the heavy duties of his office to come to a vocational school, and dedicate a vocational school, and talk about vocational education. He actually visited classes and talked to the instructors and talked to the students in those classes. President Johnson was genuinely interested in what was going on.

President Johnson's very presence at a vocational school brought to the attention of the world the fact that the President of the United States visited a vocational school. Because of his interest, I think there are a lot of people that perhaps in the future will have a very close feeling about vocational education because of the very fact that the President was there. I think the White House staff, I think other agencies of the government -- when they talk about vocational education, will not fail to remember that the President visited the Crossland Vocational Center.

He landed by helicopter right outside the school, It happens to be a school that is a comprehensive high school, with an eighteen-shop vocational facility connected with it which students from fourteen other schools attend. Incidentally, in this case, they attend all day -- they are not transported back and forth from their home school, but are reported on the basis that they are from a different attendance area but come there for the entire day. Prince George's is the only county in the State where this occurs.

We got a real thrill out of having Congressman Carl Perkins attend and come down in the helicopter with the President. He lent his support to the attention that the President was bringing to vocational education. I think you people ought to share with those of us in Maryland the pride we have in having President Johnson dedicate the school and visit and show active interest in vocational education.

I've made a speech -- and I apologize -- but I feel very strongly that vocational education got one of the greatest boosts that I can think of and it occurred on April 27. Incidentally, I just happen to have with me a reprint of the Washington Post article -- I'll leave them on the back table if any of you would like to read about some of the things that occurred that day.

ROY DUGGER: Thank you, Jim. I know there are very few, if any, here who didn't have a little part in the report that Mr. Burkett will be giving a little later on the action of the Appropriations Committee today. If there is any one single item that made it easy to talk to the President, I think, regarding the Administration's stand on appropriations for vocational-technical education this year, it was this particular visit he made -- and as you say, while you had the pleasure, the privilege, and the glory, we can all share a bit in it that our Chief Executive did take time to visit one of our programs which Jim had developed and it happened to be in the State of Maryland.

Then to look at the institutional forces here in relation to the helping of those people who want to learn to earn. Frankly, I don't know how to help a person who doesn't want to learn to earn. I suppose we're going to pay him welfare -- about the only other alternative is to go shoot him, and we tend to be against that in this country. But the cancer that will make us a second rate Nation is taking those people who want to learn to earn and failing to provide them with an opportunity to learn to earn. This is that group of folks that the Office of Economic Opportunity is trying to be of assistance to in programs such as the Job Corps, the Neighborhood Youth Corps. and the new Bureau of Work Programs in the Department of Labor, the assistance that students can receive for basic adult education -- now this is another institutional force that is quite active in our time and perhaps we should have given more attention to it earlier, but we didn't. We find ourselves where we are, with a fragmented approach to occupational training. It was amazing to me to review a few figures on the airplane coming up here and to discover that the Federal appropriation for occupational training this year is approximately $2 billion -- about $2 billion. There are ten cabinet offices and fifteen agencies of the Federal government involved in providing occupational training opportunities in our country. By 1980 our work force will approach 100 million workers. On a conservative basis, our friends in economics, labor statistics and others who watch these things and think they know what may happen, say that on an average, at least every ten years the workers in 1980 will have to be retrained. Saying it another way, this means that during a worker's lifetime, he will have to be trained and retrained three or four times 00 or saying it another way, about 10 per cent of these 100 million workers will be in training on a full-time equivalent basis at any given point in time. That roughly means 10 million post high school occupational students enrolled in post high school institutions in our Nation in 1980 -- that is just thirteen years away. I don't know what it costs you at your school or in your State, but we find that at James Connally Technical Institute, it is costing us about $1,000 per trainee per year to provide occupational training. Well, if this be an average for the Nation, and it's not too far off from the figures given by Dr. Matthews and Dr. Arnold in the U. S. Office of Education, this means that the total involvement in occupational training beyond high school, thirteen years from now, will be about $10 billion annually. So I'm off 20 per cent and it's $8 billion -- or I'm off the other way and it's $12 billion -- I'm giving you a concept that I think is fairly accurate although the precision may undoubtedly be questioned. This means a five time expansion in occupational training at the Federal level roughly in the next thirteen-year period -- from $2 billion to $10 billion.

Now, there are those who would get awfully concerned with me if I were to advocate that we don't have both junior high and senior high occupational training opportunities. And I don't know the figures here -- some of you all figure this one out -- but I've got a guess -- I guess that the involvement of junior high age young men and owmen and high school age young men and women will probably be equivalent to 5 million full-time occupational trainees in 1980. And here if the cost is roughly $1,000 a year, that is roughly $5 billion more dollars -- or a total involvement in this country in the public school system, I hope, and this means junior high schools, senior high schools, junior colleges, post high school area schools, senior universities, and what have you -- I'm not talking about professional training, but occupational training in a vocational-technical sense -- of roughly $15 billion in 1980. Now some of this will be local. It may be that the majority of funds used to train the junior high and high school age groups will be local funds. Some of them may be state funds, and a limited amount may come from the Federal government. But I suggest to all of us to think about this: the probability -- due to what Dr. Aller said about mobility of workers -- is that the major involvement financially speaking for the training and retraining of people in post high school institutions will be Federal involvement because that person leaving the agricultural area in Alabama becomes the riot problem in Philadelphia and Chicago. As long as this is the case it is quite likely that the Federal government involvement in terms of dollars in the post high school type of institution, is likely to be considerably greater, proportionately speaking, than at the high school and junior high school levels.

So, I'm not suggesting here that the Federal involvement is $15 billion in 1980 -- I'm suggesting a total involvement figure in which it is my guess that the Federal involvement will be close to $10 billion.

Now, we don't operate a $10 billion program, Federally speaking, like we operate a $50 million program. Some people say we can't grow that fast. How fast did the Office of Economic Opportunity grow? Where were they three years ago, and where are they today? We're gonna be pretty proud that we got a fairly decent shake out of the Appropriations Committee -- Mr. Burkett will report directly -- but may I suggest that we've all tended to have that little cloud that goes over the guy in the funny papers kinda following us along, and we haven't got our vision up. That is unless we wish to subscribe to the philosophy that only a part of occupational training is our responsibility. Now this may be one of the controversial issues that you will get into the next day or so -- what is the role and function, and scope of public education at the junior high, senior high, and post high school types of institutions. I'm not using the word "level" here on purpose because I think that the highest level of occupational education instruction as well as any other kind of instruction should occur early -- I think we pay college teachers not quite enough -- but we ought to pay our elementary teachers more than our college teachers -- and you may want to chew around on this one a little bit.

While I'm on salaries here, there are more super grades in the Department of Labor, financed under the Manpower Development and Training Act, then Dr. Howard Matthews has to run the whole HEW program in manpower development and training -- and there isn't a super grade in MDTA in HEW.

Truly, my own opinion is that if we develop an administrative and an executive leadership program that will effectively and efficiently utilize a Federal involvement of several billion -- and you can argue whether it's $8 or $15 billion -- that's a wide range and that's a lot of money to this old country boy from Texas -- but the fact is that it is going to expand tremendously more than it is now and we have to develop an organization that can handle these kinds of funds effectively and efficiently -- and it's your job and mine to develop that organization now before we have to assume the total responsible role.

Saying it this way, most of you as State Directors, with one or two exceptions, are subordinate to a Chief State School Officer who is concerned only, and solely, with elementary and secondary education in your State. And yet, I predict with a great deal of confidence for reasons briefly described here, that within thirteen years you will be handling three or four times as many dollars through the post high school institutions in your State as you will be handling through the junior high and high school institutions in your State. If this be the case, it means that you would more logically be, if subordinate to anybody, subordinate to your Commissioner of Higher Education, or whatever he be called. I know that five years ago in many states represented here there was no such office because the Higher Education Act of 1965 was the vehicle used to twist the arms of the States to set them up if they didn't already have them. It's my own personal judgment that the State Director of Vocational Education should be parallel to both of these people because he has to work with both of them -- that he should report directly to the Governor just as the Chancellor for Higher Education reports directly to the Governor and just as the Chief State School Officer -- and they have their problems, too -- and they need to report to the Governor. The case I'm trying to make is this: Let us take ourselves from where we are and put ourselves where we can be seen, because as I do look at my speech that I wrote, I find here that the total involvement of Federal dollars in occupational training was about $2 billion. Of that amount, vocational education represented about $283 million; vocational rehabilitation about $313 million; manpower development and training right close to $400 million; and as I look at the Job Corps, I find $211 million; the Neighborhood Youth Corps $325 million; work-experience training in the Department of Labor $100 million; basic education $30 million. Really, as I look at this I find that the vocational education group is among the lowest funded groups and the least recognized groups. I'm not satisfied with this kind of arrangement, but we don't do much about it until we do get concerned with what we can do, should do, and go about doing it.

I'd like to illustrate my point this way -- Dr. Felix Robb started off this morning talking about the problem of the Mid-East, and I hope somebody can solve them before the orders in my back pocket become active, and I become a Naval officer again. But I'd like to tell a little story, some of you have heard it before, but it will illustrate a point in relation to a great man in history who found his people underemployed, working full time, but underemployed. His name was Moses. Now Moses' people down in Egypt all had jobs, but these jobs were not particularly exciting, they weren't paid much for the work they did, and they weren't working at a skill level that they could have worked at had they been appropriately trained and had the freedom that they desired. So Moses, looking over the situation that faced his people, talked to the Good Lord and of course, you know the story -- he learned about the Promised Land and set about organizing his people to lead them out of Egypt into the Promised Land.

Well, they were on their way -- Moses was elected as General -- and he was leading his people out of the land of Egypt. On their way to the Promised Lnad they ran into some of the usual ordinary obstacles such as rivers, and when they got to a river or a creek or a gully that had water in it, they'd build a bridge across it. They had some bridgebuilders -- they'd build a bridge across it and in a traditional way, the people would cross over the bridge, and they'd chop it down so the Egyptians would be delayed as they came along. One time I think they ran upon a lake which was a little too wide to bridge easily, so they built a raft, or maybe a boat or two and put some sails on them and they managed to get across the lake that way.

Everything tended to go along pretty well in the traditional sense until they got to the Red Sea. Well, the Red Sea was so big they couldn't see the other side. Moses recognized that the Promised Land was over there -- it was in a kind of hazy background through the mist. So Moses decided that he would send a runner to bring up his chief bridge builder. The chief bridge builder came up and Moses said: "Well, we have an impediment here to our progress, and the Egyptians are not far behind. I'd like for you to get your bridge builders together and build us a bridge so we can cross to yonder Promised Land."

The bridge builder looked over the situation, and said: "My General, I'm sorry, but the American Vocational Association has not formed yet to provide for the opportunity for a sufficient number of people to be trained as bridge builders, so that we cannot build a bridge of this size and complexity. Nor had Texas A and M University been formed yet to provide the engineers that we will need, and, of course, James Connally Technical Institute at Waco, Texas, is about 4000 years down the road to train the skilled bridge builders that we need in that quantity. So it just looks to me like we can't get across this sea, and besides that if we could afford to do all these things, we wouldn't have the 4000 years in time because there are Pharoah's scouts up there on the hill."

Well, this made General Moses a little concerned so he called a runner forward and ordered him to bring forward the chief ship builder. Well, the chief ship builder cam forward and Moses said: "Our problem is to get acorss the Red Sea here. I would hope, sir, that you would build us a fleet of ships by which we could sail to yonder Promised Land." The chief ship builder said: "Well, I'm sorry General Moses, I'd like to do this -- we could build some small ships but the American Vocational Association has not yet been formed -- if it had been, I'm sure that we would have had the occupational training in our country for our people that would have given us a sufficient number of shipbuilders to build this fleet of ships. Of course, the Texas Maritime Academy operated by Texas A and M at Galveston is still 4000 years away, and our people don't know how to sail this sea, besides that, General Moses, we don't have time because you see that Pharoah's main force just came up on the hill yonder."

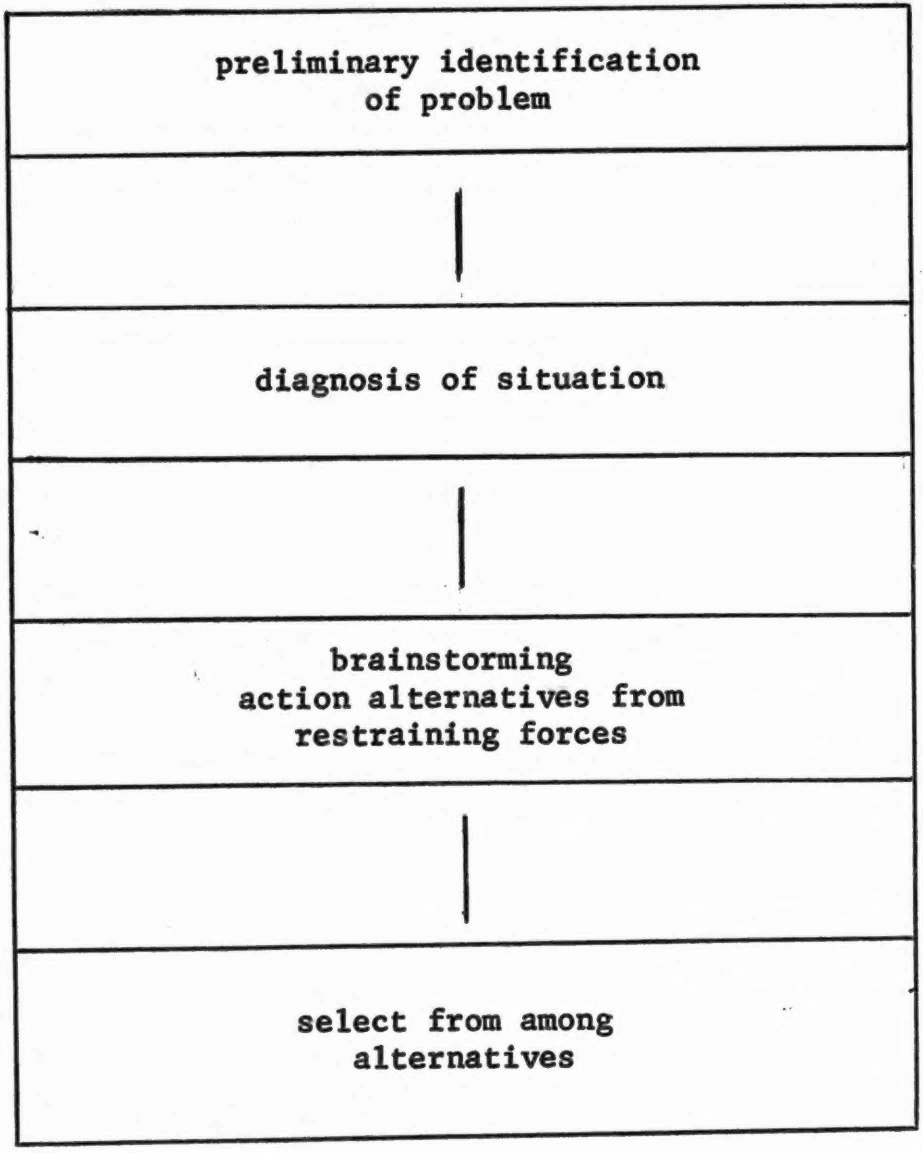
Well, Moses was really concerned, so he called to his runner to go back and bring forward the Chief Public Relations Man -- and we all know who he was -- Mr. Aaron. Mr. Aaron came forward and said: "My General what can I do for you?" And Moses replied: "Chief Public Relations Man, I don't know, but I'd like to have your comments on an idea I have. We have an impediment here to getting our people from where we are to the Promised Land over there where we can train them so that they can all work to their maximum capabilities so they can all be not only fully employed, but also escape from underemployability which has been the scourge of our people for so many years. It's obvious to me that we can't get to the Promised Land in a traditional way -- it's not possible for us to build a bridge of the magnitude and size to span the Red Sea, and our chief ship builder has just informed me that he can't build a group of ships that will get us over there. So, I want to tell you what I'm thinking about doing. I want to take my rod, my staff, and I'm going to pick it up and walk down to that water, and I'm going to strike that water. I'll take my hands and in an unorthodox innovative manner -- I'll move my left hand to the left and the waters will roll back to the left -- I'll move my right hand to the right and the waters will roll back to the right. Our people will walk across on dry land. When we get over there, I'll turn around and face the Red Sea again. I'll pull my left hand forward and the waters will roll forward on the left -- I'll pull my right hand to my left hand and the waters will roll over and drown all our Egyptians enemies. Now, Mr. Chief Public Relations Man, what do you think about that?"

"Well, my General, I'll assure you it's never been done before -- it's not the traditional way. It's innovative. It's different -- and honestly, sir, I don't know whether or not it will succeed. But one thing I can promise you -- that if it does succeed, you'll get nine pages of coverage in the Old Testament."

Mr. Chairman, I'm not sure that we're faced with quite the same problem but there is some similarity to the problem that faced General Moses. And it may be that as our record is written -- the record of those of us in this room -- that we can hardly hope for it to appear in such a Great Book -- the greatest book of all times. And it may be that even if it appears in the historical annals of our Nation, we may not get nine pages -- we may only get a paragraph or a line or two -- but if you have the executive leadership and the enthusiasm that I think you have -- and if I can be a part of this, I do believe that in our time we have an opportunity to write some words in the history of our Nation that will be read by generations to come which will recognize that we, in being concerned about the "needs of our people" a great deal more than about "vocational education," that those words that are written will be favorable and we will be proud that they were written about us.

APPENDIX E

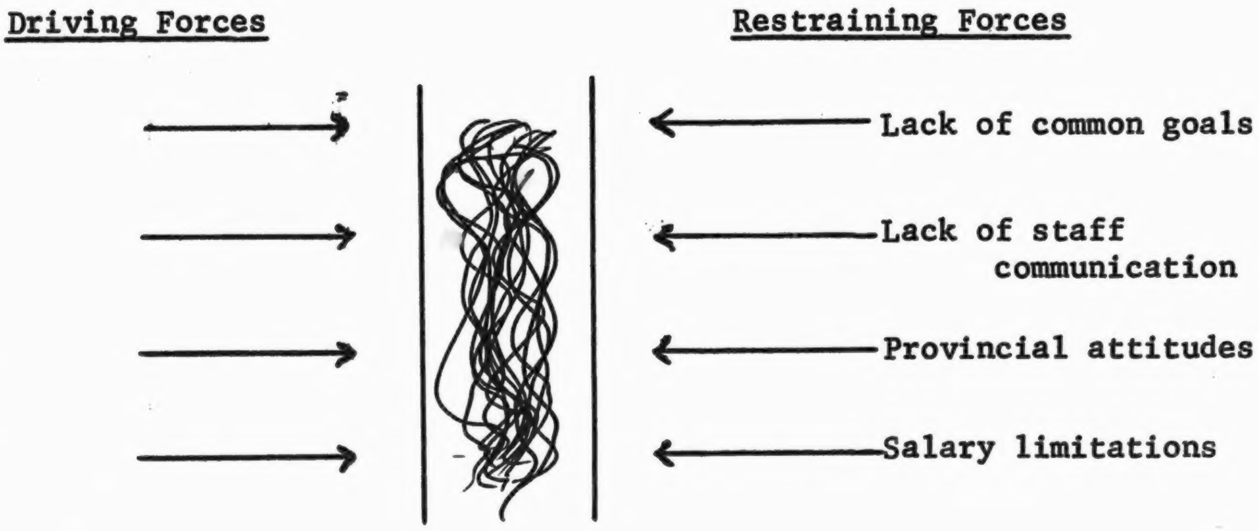
PROBLEM SOLVING PROCESS


preliminary identification of problem
diagnosis of situation
brainstorming action alternatives from restraining forces
select from among alternatives

APPENDIX E (continued)

MODEL FOR FORCE FIELD ANALYSIS

Organization and Effective Utilization of Staff Resources


Driving Forces
Restraining Forces
Lack of common goals
Lack of staff communication
Provincial attitudes
Salary limitations

APPENDIX E (continued)

PLAN FOR IMPLEMENTATION

Problem	Action & Style	Dates	Person (s) Responsible
commun. of all this			

APPENDIX F

"Principles and Practices of a Good Public Relations Program"

prepared for

NATIONAL LEADERSHIP DEVELOPMENT SEMINAR
FOR
STATE DIRECTORS OF VOCATIONAL EDUCATION

May 21 - 26, 1967

Gilbertsville, Kentucky

by

George W. Mulling
Georgia State Director of Vocational Education

"PRINCIPLES AND PRACTICES OF A GOOD PUBLIC RELATIONS PROGRAM"

More and more, those of us involved in the administration of vocational education are coming to realize the importance of building our programs on the solid foundation of what I call the "Education-Information Triangle."

The three points on this triangle--all involving the touchstone concept of "public"--are interlinking, interdependent, and indispensible. The first of these points is the "public schools"; the second is "public relations"; the third is "public information."

Thus, I submit that any discussion of the principles and practices of good public relations as reflected in vocational education programs must of necessity also take into consideration the other two points of the "Education-Information Triangle": Public schools and public information.

The concept of operating public schools at public expense for all the people is one of the truly unique reflections of the American dream. The groundwork for this concept was laid in Horace Mann's day with the common schools being opened to children of the American public. Thus, America's public schools belong to America's people. And what goes on in them is America's business. Especially is it America's business when, for example, 57¢ of every state tax dollar--in Georgia--goes to support and operate that state's system of public education.

Consequently, one of the central and vital principles of a good public relations program--as reflected in vocational education programs--is to recognize that America's schools belong to America's people, making sure that the word "public" is central to the concept of operating public schools, and remembering that many different publics have vested interests in what goes on in America's public schools.

In identifying and carrying out practices related to this principle, vocational education administrators will want to take two steps:

First, they will want to identify the many publics their programs serve, both directly in the case of students and their parents and indirectly in the case of community decision makers and opinion shapers.

And second, they will want to identify the many means of reaching these publics.

Walter W. Seifert, a public relations specialist speaking at the Ohio State University, in 1966, reminded those involved in vocational education in America's public schools that the famous "Marketplace Decision" of Justices Holmes and Brandeis has particular implication for vocational educators and program administrators.

"America makes its decisions day after day in the marketplace of public opinion," Seifert reported the justices as having said.

"They referred to our various public forums, including newspapers, radio, television, and the millions of back fence gossips that go on all the time.

"They said that each idea--such as vocational-technical education--is entitled to a full and fair hearing before these formal and informal courts of public opinion.

"They implied that each proposition must be continuously and articulately represented to the American people or they will vote thumbs down.

"They also implied that no institution or academic discipline like vocational-technical education can afford the luxury of silence; that those who draw their support from the people must report back to the people all the time."

Thus, at this first point of the "Education-Information Triangle," the point of departure--the public schools--we should address ourselves to the need to identify our many publics, to be conscious of the many means which are open to us in serving these publics, and to creatively move toward involving these publics in their programs--and ours--of vocational education in America's public schools.

The second point of the "Education-Information Triangle" is that of public relations. At this point, the point of impact, vocational education meets its identified--and often its unidentified--public head-on.

A central and vital principle of a good public relations program in vocational education--and a significant point in evaluating the effectiveness of existing programs--is to recognize that every institution and every academic discipline already have existing public relations.

Public relations expert Seifert says "Public relations is the sum total of what all who know you think about you and do about you.

"This image keeps moving up or down or stays where it is. A planned public relations program will pay heavy dividends, in my view, by moving your existing public image forward."

Thus, in designing practices in keeping with this second principle of a good public realtions program, those of us involved in administering vocational education programs will look to the desired image we want our many identified publics to have of the vocational education program in our State and Nation. We will be concerned with the facts which surround and accompany these programs, using these facts in the best possible way to move forward and upward the existing public image of vocational education programs.

We must concern ourselves with the existing image our program has, remembering that whatever the marketplace image of us is, we are the ones who have made it so, that we are the ones who by action or inaction have reinforced the existing public image of vocational education.

We must ask ourselves whether we can set a fair hearing for our programs at the marketplace of public opinion so long as we continue to face this public with the inherited and reinforced negative image our vocational education programs have traditionally had and continue even today to have.

We must involve ourselves in closing the gap between the negative and inaccurate public images the general public has concerning vocational education, taking steps to project a current and an accurate image of the benefits, yes even the availability, of our vocational education programs.

We must remind ourselves that if the general public has a negative image about our programs, this negative image is an accurate image for these people unless we do something to counteract this inaccurate image, to change it from negative to positive.

And now to the third point in the "Education-Information Triangle," that of public information. At this point--the point of great returns--vocational educators and administrators collect the facts concerning their program and report them in connection with the identified image the program is achieving, in response to the information needs the identified publics are evidencing.

A key principle in a good public relations program which uses public information to meet the needs of identified publics is the establishment of a four-fold information plan represented by Seifert's mnemonic (Ne mon ic) "R.A.C.E."

"R" Stands for research--finding out what your problems are and postulating solutions.

"A" Stands for action--actually doing things that make news well worth reporting.

"C" Is for communication--sharing honest information with all publics concerned, so they will understand and favor the enterprise you are engaged in.

"E" Completes the cycle with evaluation--ascertaining how well each phase of your public relations program worked, how many people it reached, and what attitudinal improvements resulted.

In determining the public image our vocational education programs have, it is important to look directly and carefully at our public information program which carries the bulk of the responsibility for shaping the general public's image of vocational education.

We must look to the quality of the vocational education materials which go the the marketplace to tell the public of our programs. Yet quite often the quality of our public information materials is vastly inferior to that which tells the general public about college opportunities. What implications does this difference in information quality have for our image at the marketplace of public opinion as compared to the public image of college?

Our programs are designed to serve 85 percent of the occupational preparation population; yet 99 percent of the space on high school counselor's shelves is devoted to college course offerings. What does this ratio of vocational education public information quantity say about our programs and their opportunity of meeting student--and community--needs?

Thus, the quality and the quantity of our public information program is related in direct proportion to our efforts to identify the publics we serve and to find appropriate means of informing these publics of our programs.

If we do not bring our vocational education program graduates to the marketplace of employer's attention to be evaluated and to be employed, then our efforts at effective public information fall far short.

If we do not design catalogues which carry the most accurate image of our students--if we use pictures of students in undershirts, of instructors in sports clothes, of classrooms in disarray--then we deserve the apathetic or negative images which we either foster or inherit.

If we let "just anybody" into our programs, if students, their peers, their parents, perceive "You don't have to be anybody to get into vocational education programs," then we should not be surprised when "just anybody" and "only anybody" enroll in our programs.

If we fail to take any of the necessary and vital steps which will insure that our programs will get a fair hearing at the marketplace of public opinion by not developing quantities of quality vocational education public information appropriate for our many publics, then we deserve the unfortunate and unhappy receptions our image receives when we take it or send it to the marketplace.

The three points of the "Education-Information Triangle"--public schools-public relations-public information--briefly outlined here have been central to Georgia's development of principles and practices of what has been to us a good and an effective public relations program in vocational education. Not that it is perfect, nor that it is yet complete. But it is working well or us at this time and, because this is so, I offer to you today highlights of our three-pointed program of public schools, public relations, and public information as related to the vocational education public relations program in our State. Our problems of building an effective public relations, public image, public information program in Georgia have been those outlined here--defining the public image we had, defining the one we felt was more accurate, and taking steps to inform those who held the inaccurate image about our program of a more accurate perception of our offerings, our students, our schools.

Thus, I would like to share with you the steps we in Georgia have taken to put the principles of a good public relations program into practice. I present to you a case study concerning the public of the potential student, thus providing you with an insight into where we in vocational education in Georgia were in relation to the "Education-Information Triangle" and where we are trying to go. If we have done anything unique in our public relations program, it is that we have aimed for depth and breadth in communications about our offerings, that we have tried to systematically--even scientifically--attack our image problem and bring it more in line with reality.

Since 1961, Georgia has developed a series of 23 area vocational-technical schools located throughout the State, offering vocational-technical programs at the post-secondary level. These are, of course, public schools.

The problem which we had, as administrators of the program offerings of these schools, was that we had vocational-technical schools--but no students. To overcome this problem, we had to communicate to potential students-- our case study in question--telling them of the ways in which these schools and their programs could meet potential students' education-employment needs.

Problems surrounding the potential students' acceptance of vocational education as an acceptable goal for themselves stemmed directly from a negative public image which was attached to the vocational education program in Georgia. This image resulted from little or no public information on vocational education provided to the public by those of us responsible for program development and administration. It resulted also from certain misperceptions of our programs on the part of the many publics our program either directly or indirectly affected. Especially did this poor image result in low enrollment in our schools in the early 1960's limited financial support at local, state, and national levels, ineffective vocational counseling techniques at both the high school and post-high school levels, and strong parental concern that their children not attend our schools.

Georgia's tax paying public has done much to create and support a strong vocational education program for post-secondary level potential students.

During the nine-year period from 1961 to 1970, Georgians will have capital investments in area vocational education facilities, including instructional equipment, in excess of $50,000,000.

Thus, in Georgia, by economic investment and by human resources potential, vocational education as it affects potential students is big business.

And, thus, those of us involved in designing and in administering programs for the potential student recognized our need to identify the many publics which could influence potential students to examine vocational education programs in the State, to create a more accurate--and positive--image of how vocational education could meet their education-employment needs, and to reinforce this image by means of an innovative and forceful public information program.

In developing practices to carry out our first principle of good public relations--the principle that our schools and our programs belong to the public and that we must involve these identified publics in our programs--we in Georgia identified the following as being the publics which we must contact to influence to the fullest our potential student population:

1. Parents of present and potential students;

2. Peer groups of potential students;

3. Educators (teachers, counselors, principals), both academic and vocational, at both local and state levels;

4. School board members at local and state levels;

5. Present and potential employers of vocational education graduates;

6. Community decision-makers, at both local and state levels;

7. Other community members with direct or indirect relation to the vocational education program, and public opinion regarding it, at both local and state levels.

Three principles have guided us as we have outlined plans for informing potential students of our program:

1. Never limit a public relations program to the concept of news releases for radio, the press, or television, although these are vital communications channels for public relations information. Instead, branch out to include other media in the public information concept, including an even larger and often more importantly structured special interest public.

2. When appropriate, design public relations information to be applicable to more than one audience.

3. It does not pay to invest more than $50,000,000 in an excellent vocational education program and to invest nothing in informing our identified publics about the benefits, in fact the availability, of the program.

To solve these problems of attracting potential students to our programs--a problem reflected by low enrollment in our area vocational-technical schools--we began to look to point two on the triangle, public relations, to determine the reasons for potential students having negative images of the vocational education program.

In determining the steps to take to move upward existing and emerging images of vocational education in Georgia, we considered two crucial areas in image planning: The image of vocational education we were trying to project and the image we were trying to destroy.

And further, in determining the steps we wanted to take to adjust our public image, we had to take into consideration the sophistication of the people in the communities were our vocational education programs were--and the wide range of public information already available to community members and to present and potential students, their parents, educators, and employers, concerning job preparation and job opportunities.

We realized, finally that to substantially influence increasing numbers of potential students to enroll in our area schools we would have to take steps to change the image of vocational education in Georgia.

We realized that we would have to use sound--even scientific--principles to create through public relations the image we wanted potential students to have of our program.

The identified, desired, and more accurate image we wanted to project to potential students concerning our program was that "Vocational-technical education is difficult, rigorous, professional, training available to conscientious, ambitious, intelligent students who are smart enough to work and study hard to prepare for a highly rewarding carrer in the new scientific and professional age and who will, while in training, enjoy the fun and freedom normally associated with other forms of post-high school education."

Next, we decided we would have (1) to define the gaps we were experiencing in communicating with potential students concerning the opportunities and the rewards available to them from their enrolling in vocational education programs; and (2) to set forth in a systematic and organized procedure, means and methods of closing those gaps.

It was at that vital third point of the triangle--the public information point--that we were able to identify means and methods of communicating with our potential students and with the other publics which influence these students concerning the ways potential students could benefit from vocational education.

It was here we felt we could take positive steps to do something about our lagging image, that we could develop depth and breadth in the kind of information potential students needed to have to change their minds about our programs.

At this time, let me take you along while I trace the steps we in Georgia took to meet head-on the challenge of informing potential students of the ways our programs could meet their education-employment needs.

First, we developed a long-range plan for influencing potential students to move upward their image of vocational education, to perceive it as a means of experiencing it as a route to success for their education-employment objectives.

Our long-range plan included designing information to influence potential students through their experience of personal contacts, through their use of printed materials, through their exposure to news media, through their interest in job placement and eventually through their desire for successful and satisfying employment in a job they are suited for and a job they are proud to have.

DEVELOP A POSITIVE IMAGE OF VOCATIONAL EDUCATION THROUGH PERSONAL CONTACTS

A research study initiated by one of our staff members indicated that three groups of people have a direct influence of the way potential students perceive the vocational education program.

These groups are: The potential students' parents: their peer groups; their counselor, teacher, and principal--in that order.

To develop a positive image of vocational education in our potential students through their own personal contacts, we designed a public information program which would develop in their personal contacts positive images of vocational education and invite these contacts, in turn, to involve potential students in their enthusiasm for our program.

1. To move potential students' parents toward a postiive image of vocational education, we developed a series of ten radio and television tapes which we released in the summer of 1965 to stations throughout the State. Laced with facts and figures gleaned from our research efforts, these topics presented accurate and current information concerning our programs, our students' satisfaction with our offerings, state employers' statements concerning their desire to employ our students and their satisfaction with performance. Thus, we systematically moved to inform parents or our potential students of the benefits our program could bring to their children's education-employment experiences.

2. To move potential students' peer groups toward supporting our programs--and toward considering them to meet their own education-employment plans--we developed a vocational education program catalog, unique in concept to project a positive image and well-received in the area of communicating a desirable program. For as of May, 1967, the catalog is in its fourth printing, having been developed only two years ago. The catalog's purpose, scope, and quality all reflect the following concepts, developed consciously to forcefully change negative images of vocational education to positive images:

    a. In format, copy, style, and pictures, the catalog demonstrates to potential students and their peers that students enrolled in vocational education programs are hard working, conscientious, intelligent young people who have a "no nonsense attitude" toward school yet can have as much fun as students enrolled in other forms of post-secondary education.

    b. The catalog sets forth the idea that all staff members are competent, well-trained, professional educators; that the curriculum is difficult; that vocational-technical education takes place in modern and attractive surroundings, that admission standards for vocational-technical education are professional; and that vocational-technical education prepares students for gainful employment immediately upon graduation.

3. To move counselors, teachers, principals toward a positive image of vocational education, we developed diverse and distinct means of communicating to them the positive contributions which the vocational education program can bring to the education-employment opportunities of potential students. These diverse and distinct means of influencing those who had personal contacts with our potential students strengthened our chances for involving these students in our programs by enrolling them in our area schools.

    a. We developed a counselor's guide for counselors' use with students planning to enroll in vocational or technical programs in Georgia. The guide provides counselors with normative test data to use in interpreting the abilities of students interested in enrolling in vocational and technical programs as well as providing counselors with a statistical insight into the abilities and aptitudes of students already enrolled in vocational-technical programs.

b. We sponsored and planned a series of more than 60 meetings held across the State to give counselors, principals, and selected classroom teachers an insight into our vocational-technical admissions program, to our vocational-technical pre-admissions needs, to establish lines of close communication between counselors at the high school level and counselors at the area school level, and now--as our program has developed--between area school counselors and counselors in Georgia's emerging pattern of area vocational high schools.

c. We sponsored and supported the hiring at the local level of more than 40 student personnel workers in the last two years, resource people who not only guide and advise students enrolled in our programs but who act as liaison between high school and area school counseling departments.

d. We have developed insightful materials for counselor use, especially in the area of follow-up studies, reporting to them in detail information-among other things-concerning vocational-technical graduates' employability, beginning salary, distance of job from home, and their satisfaction with their job preparation.

DEVELOP POSITIVE IMAGE OF VOCATIONAL EDUCATION THROUGH PRINTED MATERIALS

One of the most obvious and effective means of communicating with our potential students was, we felt, through the use of printed materials. In making long-range plans for communicating with potential students through the means of printed materials, we took two steps to insure that our efforts in this form of public relations would be effective:

First, we secured the advisory services of a professor in the Bureau of Business and Economic Research at Georgia State College to outline for us methods of projecting a more accurate image of vocational education through our use of printed materials.

Second, we employed a professional advertising copywriter on our state level staff to direct our printed materials campaign of selling the new image of vocational education to potential students and of following the guidelines set down by our Georgia state adviser in communicating with these students.

As a result of these two steps, we developed a printed materials program which followed the principles outlined here.

1. A catalog was developed at the local level for every area school in Georgia, especially concentrating on content which local vocational education program administrators wanted to emphasize. Our state level publications specialist then offered advisory services in the

area of copy editing, layout, color selection, and type face selection and design. As a result of this cooperative local-state publications effort, we have developed in Georgia quality printed course offering brochures which reflect local level insight and state level counsel.

2. At the suggestion of our adviser from Georgia State, we have adhered to the following guidelines in developing our area school catalogs to invite potential students to enroll in our schools:

   a. We have statistically demonstrated that many of our students could have attended college but wisely chose vocational-technical education instead.

   b. We have stressed that one-third of all our students are young women, also stressing the emerging course areas in our schools with special appeal for young women, such courses as food services, medical and dental technology, where young women can find education-employment satisfaction.

   c. We have stressed that an overwhelming majority (87%) or virtually 9 out of 10 of our students are high school graduates.

   d. We have invited Negro students to enroll in our programs by including pictures of Negro students in our catalogs, appearing in attractive classrooms, involved in meaningful education preparation for rewarding occupational employment.

3. Whenever we could identify a specialized audience of potential students--such as potential students who needed financial assistance to enroll and to stay enrolled in our programs--we developed at the state level, through the services of our professional publications director, brochures to meet these identified potential students' problems. Such brochures as "Dollars for You" and "The In-Crowd" have been written with definite insights into potential students' problems, using style, layout, and word-choice which have positively and meaningfully answered these students' questions, arrested their anxiety, helped solve their problems.

4. We have developed a series of seven in-depth newspaper articles concerning vocational education as it relates to the economic education, and manpower development of the southeast. These articles have invited potential students, their parents, their peer groups, their counselors to investigate vocational education as it relates to personal human resource development and to state and regional economic development.

5. In addition to this series, we have written and released to all of Georgia's daily and weekly newspapers periodic and timely news reports concerning the progress of vocational education program development in our State. One of our most important releases recently has been an interpretation of the 1965 survey of our area school graduates' satisfaction and evaluation of our area school progr

These news releases have given us a rare opportunity to communicate--albeit one-way--with potential students all across our state, inviting them to share in the rewards associated with their enrolling in our programs.

DEVELOP POSITIVE IMAGE OF VOCATIONAL EDUCATION THROUGH POTENTIAL STUDENTS' INTERESTS IN JOB PLACEMENT

Certainly one of the most personal and highly motivating means of communicating with our potential students was, we felt, through the development of a job placement program. We could not, of course, promise every potential student interested in enrolling in our program a job on completion of program work. But, we felt we should take every innovative step we could effectively plan to develop a communications link between our potential students and their potential employers, using our schools and their vocational-technical programs as a touchstone of communication concerning job opportunities available to able potential employees.

In developing long-range plans for structuring and launching our job placement program, we used many innovative practices to carry this program from vision to reality.

1. We decided to call our job placement program "Techdays," thus assuring it a short, meaningful, and manipulable title.
2. We decided that our theme would be, "Fitting Skilled Georgians to Georgia's Jobs," using this theme to involve potential employers in the scope and the sweep of the free job-placement service we were offering, using it to communicate to potential students the possible rewards available to them at the end of course work in our schools.
3. We developed a package of carefully planned materials which we mailed to 2,000 employers in the State, inviting them to interview--on a staggered six-week schedule--in all of our 23 area schools, thus gaining for themselves a personal insight into plant layout, facilities and equipment offerings, classroom situation, faculty appearance, and student environment.
4. We scheduled--through the use of the 40 student personnel workers--as many as an average of four job interviews for each of our area program about-to-be-graduates, thus insuring for them job choice and flexible job opportunities.

What results has our planned public schools--public relations--public information had on our message getting to potential students?

... Our area school enrollment increased 125 percent in one recent year, 65 percent in the following year.

... Our number of enrolling students entering from recent high school graduation increased from 5 percent to 20 percent in one recent year.

... Our number of entering students who find out about us from high school counselors increased in one recent year from 16 percent to 26 percent.

... We know that our public image has moved up a great deal because we now get program support from principals, from legislators, from public officials who knew very little of our program in previous years, and offered little encouragement in other, darker days.

Thus, in dientifying the steps we in Georgia took to deal in-depth with meeting the "Education-Information Triangle' needs of one of our identified publics--our public of potential students--we developed a model for dealing in a systematic manner with all of our publics. Consequently, this model has been designed so that it has served as a pattern for us in developing vocational education public relations programs for all of our other identified publics.

In summary, we in Georgia have identified principles and practices of good--and we hope effective--vocational education public relations programs. We have worked to develop practices to bring these principles from abstractions to concretions, from thought to being.

If we have been successful, it has been as a result of a conscientious and systematic effort to meet our responsibilities at three points along the route of the "Education-Information Triangle" and of working to balance these, to incorporate these, to include these in our overall program and projections.

If we are to continue to aim for success in this area of education and public information, we cannot overlook the delicate balance which exists between these three points on the triangle.

If we are to hope to meet the challenges which lie ahead of us as program offerings become more diversified and as student needs become more complex, we cannot ignore this geometric figure on which the success--or the failure--of our total economic, education, and manpower development in Georgia, in the Southeast, is based.

For it is on this larger triangle, this three-pointed figure of interaction, interlinking, and interdependence that our first and smaller triangle is based.

It is on the triangle of economics, education, and manpower development that the stable, strong, and healthy future of our State--of our Nation--rests.

We cannot afford the luxury of leaving out any part of either of these two triangles.

For they are figures on which the success of our programs--of our world--is based.

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PROCEDURES FOR EFFECTIVE USE OF ADVISORY COMMITTEES

National Leadership Seminar
May 25, 1967

I take great pleasure in the opportunity afforded me during the next few minutes to direct your attention to the important topic, "The Purposes and Procedures for Effective Use of Advisory Committees."

Any group which sets itself apart, for whatever function, exposes itself to some rather typical hazards which may well be, in effect, self-annihilating. In their natural efforts to communicate and to amaze each other, a special language is developed by members within a group which may serve the group effectively, but excludes everyone else. If the group persists in its separateness, disorientation within the community soon develops, the group establishes its context independent of society at large, and contact with reality fades. I regret to suggest that this occupational hazard, which has overtaken education at large, finds Vocational Education equally vulnerable. Such a disease, if untreated, must certainly be fatal to a public service related so basically to community needs and community resources as Vocational Education.

The concept of the advisory committee developed along with the apprenticeship movement. As other educational services were developed, they were viewed as peripheral services as far as the advisory committee functions were concerned. Unfortunately they continued to be peripheral to the extent that we find today many programs without advisory committees or to which the advisory committee is peripheral. With the community feedback mechanism non-existent, we find the occupational disease of isolation in well advanced stages. I hope in the next few minutes assigned to me to present a rallying cry for a general return to a well proven, well developed method of keeping vocational education purposeful in its development, vital in its design, and powerful in its impact upon the community, within its area of responsibility. More briefly, I would like to suggest a prescription for the treatment of the occupational disease already diagnosed by many others. Let me first point to the character of the disease in a typical school. The school, well known for its fine tradition and active apprenticeship committees, may boast 23 separate craft committees, but amazingly enough there are no others to be found. There is a minimum of virtue here inasmuch as apprenticeship regulations require the presence of a committee. It is, in my opinion, a minimum indication of stewardship that these committees are active. This school is culpable in its traditionalism having failed utterly to make the elemental transfer from one program to another. We find also to our dismay that the existing committees have only negative concern for the full time resident vocational programs in their occupational area. Further, these highly specialized groups are constituted to provide counsel only in their craft area. These committees, regardless of number, have little relevance to the total operation of the school. With no other system of community relation and considering the school as the service institution gaining its direction from the needs of the community, we are in the improbable position of guiding the horse by the hobbles on its feet rather than through a bit in its mouth.

The healthy school organization will have purposeful relations with the community at several levels and in several dimensions. In addition to the local board of Vocational, Technical and Adult Education which is, in fact, a representative committee, there should be a number of unique committees which function at the all-school level. This should include an inter-agency committee through which other governmental agencies and civic organizations may be involved. This committee might constitute, from the standpoint of education, a lay group with a liaison and advisory function as distinct from the policy function of the board.

The executive officer should also surround himself with key staff members describing his span of control which functions as an internal advisory committee, The next level of concern may be considered at the occupational group level such as business administration, industry, home economics, agriculture, etc. Committees at this level may be composed of representatives of specific occupational committees and will function as a steering group, advisory to the departmental chairman.

The next level of concern is the specific program area. Each full-time program in the school is under the counsel of an advisory group representing appropriate mixes of employer-employee community representatives. Specific programs should be grouped according to their relevance to each other and advisory committees composed with the job clusters in mind. For example, an advisory committee in marketing might logically be composed to counsel programs in both hard goods, soft goods, and food merchandising.

Another committee might be developed in health occupations. However, the rather specific licensing often requires separate committees in the various fields. A committee in electronics technology should be broad enough to serve related electronic fields as well as one or two year vocational programs in this area. Local situations must be taken into consideration on this particular decision since the interests and capabilities of the advisory committee in electronics may also be appropriate for the vocational level program. Relations between committees, through the departmental advisory group, would be particularly important in this situation.

The use of community representatives does not obviate the need for maintaining the high level of internal communications. The development and operation of any program in the school must take into account the rest of the programs in the school. It is therefore of vital importance that in teacher training, curriculum development, and other operational tasks, that programs and departments be represented in Advisory Committee activity. Joint efforts for mutual improvement and for relating the separate curricula into a unified school are enhanced.

These are the elements of the prescription. Now a word about their identification and the procedure for their administration.

In composing a committee, one must give careful attention to its membership and their representation of the field in question. Personnel relations are of great importance. A single hostile member can reduce an otherwise good committee to a level of obstructionism. Opposing points of view should by all means be included, but on a sincere constructive basis. As in any other group, progress comes chiefly through strategic deaths and retirement. So with an existing committee. A healthy, functioning, and contributing group must be developed by replacement over a period of time.

Where new committees are to be established, however, opportunity exists to assure sound membership if we approach it properly. Initial planning, including presentation of staff papers, identification of community resources, etc., might well take place in Ad Hoc committee meetings. Persons of outstanding interest and competence will be identified in the group. Others may be named by those represented. An Advisory Committee may then be named with a high degree of confidence in the attitude and productivity of each member. Members should represent an organization when possible. Choice depends upon the nomination of several qualified members. The organizational judgment must be honored in any case.

So much for the problems at the local level. Equally important are those which function at the state level. While the same principles apply in general, special considerations exist if the local-state partnership is to result in a comprehensive educational service throughout the state.

The state has a vital role in program development including the important responsibility of coordinating local districts to assure their complementary efforts. I will not recount here the functions of government--coordination, stimulation, equalization, etc. Let me rather comment from the standpoint of leadership. There is no committee that is not local, there is no leadership that is not local. It is the American concept of democracy that joins members from several localities and projects the judgments of one thus supported beyond the limits of his own.

The State is no greater than its parts, rather it is great because of them. Its leadership must have a fine restraint in its distinction of service from the leach of government. Leadership is quite an arbitrary thing, and it is no less incompetent because of its level. We must not be innocent of the fact that there exists throughout the hinderland greater insight, greater vision, and better judgment than may be carried at the moment by the mantle of authority. Leadership is vindicated as it is successful in bringing these resources to bear upon its decisions. The advisory committee is a vital mechanism for this purpose.

I will have more to say about the function of the advisory committee. Suffice it at this point to observe that the function at the state level approximates that at the local level. Because of their greater impact and scope of operation, their membership must be selected with even greater care. Perhaps more emphasis may be placed upon the use of the Ad Hoc Committee in order to obtain a greater mix. Their opportunity to enhance the legitimate functions of government are exceeded only by their potential to inhibit and stultify the local function, either through malfunction or through failure to function.

Before discussing the generic qualities of an advisory committee, I would make a few comments on their function at the federal level.

The task of self-orientation of officials at the federal level seems overwhelming. Their function must still be justified at the local level despite their separation in time and space. We are indeed fortunate to have personnel in the U. S. Office of Education who are atypical among the agencies in their use of the advisory committee. Naturally most of their concerns deal with the support of State level agencies, and many of their committees are consequently composed of educators from the state level. This procedure is reinforced from time to time with conferences involving local personnel, including leaders of business and industry. Publications are typically accomplished with the assistance of committees of consultants drawn from across the nation. The work of the Panel Consultants on Vocational Education and the contribution of their Report to the President need not be recounted here. Excellent leadership in curriculum development has been provided by contracting with local schools through their state departments in the development of guidelines in emerging fields.

These practices are in contrast to the methods brought by other agencies to the field of education. It pleases me to cite two examples. Can you tell me why, in the twenty-five years of its history, the civil defense agency has failed to provide for the needs of babies in their emergency plans? Their stocking regulations show no evidence of requirements in baby food, diapers, or other special supplies. Quite possibly these items are not numbered among the felt needs of the authorities who have not seen the utility of further analysis.

The Bureau of Employment Security accustomed to their prescriptive authority in the MDTA programs seem now through their occupational need studies to extend this procedure to other programs. One of our greatest difficulties as educators is the accurate assessment of the labor force and the balance of opportunities which exist in it for our graduates. We welcome and support any and all efforts to the improvement of this important service. Moreover, we are interested in this detailed contact with employers to point us in the direction of emerging occupations, changes within occupations, and occupations which are becoming obsolete. Such curriculum triggers can be of enormous assistance in our efforts toward continuous curriculum inventory. Our curriculum people will thus be enabled to direct their efforts toward areas of immediate significance rather than diluting them continuously over the entire field. In the "prescriptive approach" it is planned to study 50 SMSA "metropolitan areas" across the country. Educational planners realize that these are the areas where we presently have the best information, where programs are soundest, and where our planning by experience is most valid. The national picture is important but local planning demands information much closer to the area involved. We might reasonably suggest that service to educational planning declines as the separation of information from community needs increases.

One of the important functions of vocational education in my estimation is to stimulate our communities socially and economically in order that resources may be fortified and productivity enhanced. This will not occur if communities continue to export their most vital resource--the human resource. Education will be effective in minimizing the out migration only as it is able to stimulate opportunities locally and to have accurate knowledge of those opportunities. This is not to minimize the state and national needs nor the fact of individual mobility. Attention to these alone, however, would in my opinion accelerate the headlong rush to urbanization and fix the rate of population decline in the hinterland to that described in the morbidity tables. The prescriptive role does not end with the description of the training needs in a given area, but seems to include also an upper limit in terms of the numbers of people to be trained. This reflects the industrial vacuum for workers, it may even reflect valid economic theory, but it is completely lacking in a concept of people whose needs for education persist whether or not a particular slot in the labor force carries their name at the moment. In these instances either the will of the people has been discounted or the feedback circuits have been short circuited from theory to theory. If the sources of information are nationalized, local planning will be discounted. It is time to bring such agencies in touch with their function and responsibility.

Whatever the supportive role of the federal government, education is constitutionally the responsibility of the state; but this responsibility is to its people. I suggest that the advisory committee is the chief mechanism by which the educational system is enabled to fulfill this responsibility. Let's explore some of its functions and characteristics.

The general advisory committee, previously referred to, may exist in several dimensions. It may be a committee to advise the State Board of Vocational, Technical and Adult Education in setting standards and in developing a vocational program to serve the needs of the state. It may also be a committee to advise local school administrators in the development of the overall vocational program. Again it may be a committee to advise local school officials concerned only with the Business Education or other programs. It may also be a committee to advise the local school officials specifically concerning the types of training needed for a business or industry. Whatever level of operation, their function is to provide closer cooperation and better understanding between school and community. An advisory committee provides a two way system of communication between the school and the community which is essential to all educational programs.

An educational advisory committee either at a national, state, or local level has no administrative or legislative authority. Whether it is called a board, ~~commission, council~~, or committee, its function is to give advice. Their counsel is vital ~~to the development~~ of the school in identifying needs for services, maintaining balanced programs, and in gaining the support of the public.

Valuable assistance is rendered in planning program objectives, curriculum, and in certain aspects of curriculum development. Occupational advisory committees function specifically within the area of an occupational or craft curriculum designed for a preparatory, extension, or apprentice training. Special or Ad Hoc Committees, previously mentioned, serve as a temporary advisory committee to the educational unit. They are called to provide advisory service for a specific project or in solving a specific problem and, as previously mentioned, may constitute a preliminary step toward the design of an advisory committee.

In contrast to the above, the joint apprenticeship committee is developed to administer an apprentice program for a specific craft. It is charged to develop and maintain apprenticeship standards and coordinate on-the-job training of apprentices. It may also serve as a craft advisory committee for a local school and provide advisory service to the school in determining specific objectives and in planning specific details or related and supplementary instruction for apprentices. These are distinctly different functions and the committees are separate despite common memberships. Failure of members to distinguish between these roles properly has been a source of difficulty at times. This group may be of great assistance in the school's placement effort and in employer relationships.

Each of these committees in varying degrees may assist in need surveys, curriculum planning, facility design, teacher and student recruitment, placement program evaluation, legislation, adult education, public relations, and provide other assistance to the local program. Many school officials recommend the use of consultants to assist the advisory committee with special problems.

Appointment of members to an advisory committee should be an official act of the board to which the committee will be advisory through its executive officer. Their role should be clearly defined to preclude the possibility that they should come to think of themselves as a policy making group. The most effective advisory committee will have a strong bond of respect among the members for the characteristics and abilities of each as well as the general understanding and acceptance of committee objectives. Such team work is not likely in a committee which meets only once or twice a year.

The chairman is a key member of a committee and its success will depend largely on the leadership he provides. He must be sensitive to the views of its members, he should be able to listen critically and to criticize intelligently.

A lay person should serve as chairman of the committee selected by a method of the committees own choosing. A secretary is also needed since a careful record of the minutes is of vital importance. When school personnel serve as recorders, the minutes should be co-signed by the chairman.

School personnel whose professional function is substantially affected by the work of the committee should be represented. Schools with the tradition of craft committees may be inclined to by-pass teachers involved in parallel full time programs. This practice amounts to no committee for the major program.

Standing committees should be formalized with a constitution and set of by-laws. They should include only the provisions necessary for efficient committee operation and should be officially approved by the board. Rigid sets of rules may destroy the initiation of the members of the committee and impede the fulfillment of its objectives.

Several cautions may be in order to those who would enter upon this fascinating business of advisory committee work. Committees should be used for advice rather than approval. Committee members resent playing the role of the rubber stamp. Committee members are busy people and demands upon their time, outside of the committee meetings, in preparation should be avoided. Committees should not be consulted for trivialities or routine matters. Non-scheduled meetings should be avoided except for very special circumstances. The committee is not likely to fulfill their function on matters where strong disagreements exist. Highly technical counsel should normally be sought from a consultant to the committee or to the school.

In conclusion, one more note of philosophy may be in order. We must recognize that economic imperatives force the employer to place his priorities on the profit and loss column in his ledger. His employees are judged upon the basis of this balance. He is therefore fundamentally interested in the best man for the job since the productivity is higher at a lover cost. The principle of scarcity places limitations on his largeness, in the educational development of his employees. This principle characterizes also the economic orientation of the Bureau of Employment Security. I would remind educators of their responsibility to individual fulfillment and maximum utilization of the human resource. This places them 180 degrees out of phase with the employer with respect to the individual. We must confront these pressures vigorously in the defense of the individual and of society in the interest of their mutual, long range goals.

PHILOSOPHY AND PRINCIPLES - VOCATIONAL EDUCATION

by J. F. Ingram

May 18, 1967

For the purposes of this presentation, the word "philosophy" is being used simply to mean what one believes. One's philosophy of Vocational Education, therefore means what one believes about vocational education.

What one believes about anything is shaped by what one knows or does not know about it. One's philosophy of vocational education is shaped by what he knows, or does not know about it. It has been said that what one does not know is not as harmful as what one does know, which is not true! We have some people in high places today who know some things about vocational education which simply are not true! But their philosophy is based upon these things that are not true.

Honest people cannot divorce their actions in or toward anything from what they believe about it. Those who would hold erroneous beliefs about a thing are usually, unless by accident, erroneous in their actions toward or in it! This is the reason a sound philosophy is so very important.. This is the reason a sound philosophy of vocational education is so essential to a sound program of vocational education.

There are many reliable sources from which all of us can obtain factual information about vocational education. If all of us tap these resources in search of factual information about vocational education with an open and unbiased mind we should arrive at some common beliefs about it. When that happens, we should begin to see some actions in common in all programs and by all people in vocational education. This, too, is important! This does not exist today among vocational educators. What happens or does not happen in any single State is, or should be, of concern to all other States. The sources from which we can get reliable and authentic information about vocational education are, to name only a few, (1) the history and literature concerning the activities which eventually brought about the Smith-Hughes Law, (2) the testimony presented to congressional committees on the behalf of vocational education, (3) each actual Federal law providing Federal support for vocational education, (4) each revision of the Federal policy bulletin governing the administration of Federal acts supporting vocational education, (5) the literature authored by our most illustrious leaders in vocational education such as Prosser, Allen, Wright, and others.

Let us at this point separate our beliefs into two areas. One set of beliefs has to do with such questions as: (1) What is vocational education? (2) What are the real aims, purposes, and goals of vocational education? (3) When should students be enrolled in vocational education? (4) What should be the course content in a vocational curriculum? (5) Who is qualified to teach a vocational course? (6) What should be the length of a vocational course? (7) What are the real criteria for proper evaluation of a vocational program or course? There are may other questions similar to these about which we must have beliefs. Our beliefs as to the proper answers to these and other similar questions are really our philosophy of vocational education. We will come back to these questions later.

Out of one's philosophy should come the principles of operation. The principles we formulate should certainly support our philosophy or belief about a thing. The questions arise: Does philosohpy change? Do principles change? The answer is that for individuals philosophy does change if new and/or additional factual information is acquired. Our philosophy is what we believe. Our beliefs are shaped by what we know or what we do not know. As we learn new facts and as we unlearn some things and learn true facts, our beliefs do change and our philosophy changes. Principles we adhere to should be in support of our philosophy. As philosophy changes for an individual, principles must change for the individual, too. However, a philosophy based upon absolute truth does not change. Principles that support a philosophy based upon absolute truth do not change.

Reference was made a few moments ago to two kinds of beliefs. One kind has to do with what, who, which. The other kind has to do with how! It is in this area -- "the how" -- that there is room for experimentation and variations so long as the real goals, aims, and purposes are kept in mind. However, if we are as intelligent as we claim to be we will not set out to rediscover America all over again! Instead we will benefit by the many things that have been tried and abandoned by our predecessors and hold steadfast to that which has stood the test of time. We have behind us fifty years of experience in vocational education. We have behind us some additional decades of time during which many things were tried and found lacking. It should be pointed out that the acceptance of a common philosophy or beliefs about vocational education need not in any way "stereotype" the approaches to vocational education. No one would claim that we have yet reached the ultimate in matters such as techniques, procedures and methods for accomplishing the aims, purposes, goals, and objectives of vocational education. As long as there can be some agreement as to what these are there is ample room for variations in the methods of achieving them!

Let us now get back to some of the questions previously raised. Let's start with "What is Vocational Education?" It is extremely difficult for me to understand why there is not complete and unanimous agreement upon the answer to this one. Yet there is not unanimous agreement. I can find absolutely nothing in any of the records or background literature pertaining to vocational education that would even hint that vocational education is, or can be anything except an organized educational program through which individuals are taught, and through which individuals learn, the skills and knowledge peculiarly useful to one engaged in useful work or employment in *an* occupation chosen by the individual and recognized by the instructor! If we accept this, and as I see it we *must* accept it, we are restricted to that which can be identified as the skills and knowledge peculiarly useful to an occupation! However, instead of considering ourselves as being *restricted* why should we not consider ourselves as being *free* to include whatever is needed from whatever source it may be available? It is quite beyond belief that any intelligent person knowledgeable of the evolvement of vocational education could hold opinions contrary to this. Yet I am convinced that some vocational educators do! If vocational educators everywhere could agree upon what vocational education is there would not be any great concern over how it is to be conducted. If we agree upon what vocational education is, we could easily agree upon the second question as to its aims, purposes, and goals. These can be nothing more nor less than getting individuals properly prepared for advantageous entry into, or upgraded in, employment in an occupation selected by each student. If these are the goals, aims, and purposes of vocational education, how can any vocational educator propose that anyone should be enrolled in any vocational program or class unless and until each individual has indicated a desire to prepare for and enter, or upgrade himself in, an occupation? Why would any persons be accepted for enrollment in any vocational class unless that person possesses the potentials that can be developed to the point he or she can be successful in the occupation for which he or she is to be trained?

At this point we should consider the place and function of vocational guidance. The 1963 Act makes vocational guidance a part of vocational education. The more extensive and intensive activities of vocational guidance with students should precede their entrance or admission to a vocational program. Of course, the guidance function must continue for the duration of each student's attendance and until satisfactorily placed in his or her next station in life. Vocational guidance should reach boys, girls, men and women at the earliest age possible and should continue for as long as needed to enable each individual to make an intelligent choice of an occupation. The two major functions of vocational guidance are (1) to teach as many people as possible as much as possible about career opportunities through vocational education, and (2) to teach as many persons as possible as much as possible about themselves -- their aptitudes, interests, and abilities. Out of these two activities more and more people should be able to make more intelligent occupational and career choices.

Although vocational guidance should reach people at early ages and at lower grade levels, we should be careful that the public does not get an impression that we start training boys and girls in the skills and knowledge of a specific occupation at such lower age and grade levels. We should make clear distinction between educating people about occupations and educating people for work in an occupation.

This treatment of vocational guidance is presented at this point to say that a part of a sound philosophy of vocational education is a belief that every person should be encouraged to gain as much general education as possible before entering a vocational program. First, because the more general education the student has, the more the student will gain from a vocational program, and second, it is recognized that we live in an age when people need a broad general education for effective participation in our society. A part of vocational guidance should be that of encouraging every persons to acquire as much general education as possible before entering a vocational program. But a much more important aspect of guidance is that of encouraging every person to acquire some saleable skills and knowledge before leaving full-time school -- at whatever level.

A part of a sound philosophy of vocational education is a belief that sound vocational education must be preceded and accompanied by sound vocational guidance to the end that every student enrolled in vocational education has a realistic occupational goal which the particular program is designed to assist him or her achieve and to the end that as vocational students change their occupational objective they are transferred into a more appropriate curriculum.

A part of a sound philosophy of vocational education is a belief that for each individual enrolled who remains to graduate, vocational education fails if that individual does not enter and succeed in the occupation for which the program was devised to prepare him or her! The real and only measure of the effectiveness of a vocational program for an individual is whether or not he or she made use of at least a major part of the skills and knowledge he or she learned in the vocational class attended.

A part of a sound philosophy of vocational education is a belief that the real measures of the effectiveness of a vocational program are:

1. The percentage of students who are enrolled that remain in the program to completion.
2. The percentage of graduates from programs who enter and make satisfactory progress in the occupation for which trained.
3. How well graduates perform in employment as compared to employees who are not graduates of a vocational program.

When the dropout rate is too high, something is wrong. When the percentage placed in the occupation is too low, something is wrong. When vocational graduates do no better than nongraduates, something is wrong.

A part of a sound philosophy of vocational education is that a curriculum which best prepares students for one occupation is not equally good for preparing students for any other occupation. However, this does not ignore the fact that there are common elements of skills and knowledge pertinent to two or more occupations which can be identified and taught through a core concept. But it does eliminate the possibility of a complete vocational curriculum that trains the student equally well for a "cluster" of occupations. It is possible for one instructor to teach certain skills and knowledge common to two or more occupations to students preparing for such occupations in the same class. However, sound vocational education will require that at a certain point in time and in the curricula, students preparing for each occupation must learn and be taught certain skills and knowledge peculiar to the occupation and which would be of no value to students preparing for any other occupation.

A part of a sound philosophy of vocational education is a belief that one can teach only what is known. This rules out the absurd recommendation that vocational education should be preparing students for the occupations of tomorrow rather than those of today, No one knows or can even intelligently guess what the occupations of tomorrow will be!

How can we teach what is not known?

One of the most exaggerated tales we hear today is the statement of how rapidly new occupations are evolving and old occupations are disappearing! A real good exercise is to try to name three occupations that have actually disappeared completely, Many have declined in numbers of people employed in them. But how many have actually disappeared? Equally interesting is to try to name just three new occupations which are not actually a part of, or a modification of, an existing occupation of prior time. The best and the only education we can provide for the occupations of tomorrow is education in depth for the occupations of today.

The real change in the world of work is not the disappearance of old occupations nor the emergence of new ones. The real change is in the nature of work, the kinds and amounts of knowledge one must have to stay up to date in existing occupations. A machinist is still a machinist. But he must know a great deal more about the many new materials with which he must work and he must develop the know-how of using new equipment such as automated machinery and programmed operations. We should cease to worry about the occupations of tomorrow and provide education in depth for the occupations of today. Our graduates will then be equipped to adjust to, and understand, the new.

As to principles of vocational education I can do no better than refer you to Prosser's 16 Theorems of Vocational Education probably first compiled by Dr. Prosser. Gentlemen, for as long as time has run and for as long as time may run, I believe these 16 theorems will stand out as the 16 commandments for vocational education just as the 10 Commandments still remain the bedrock for moral and religious life. They are both ideals toward which we should strive. It is doubtful we shall reach perfection in the observance of either the 16 theorems or the 10 Commandments. But when you convince me the 10 Commandments are no longer important in our moral and religious lives, I will then agree the 16 theorems are no longer important to vocational education. But not until then. Nothing has happened or been said by anyone at any time that casts any doubt whatsoever upon the soundness of these 16 theorems as applies to any and all vocational programs.

1. Vocational education will be efficient in proportion as the environment in which the learner is trained is a replica of the environment in which he must subsequently work.

2. Effective vocational training can only be given where the training jobs are carried on in the same way with the same operations, the same tools, and the same machines as in the occupation itself.

3. Vocational education will be effective in proportion as it trains the individual directly and specifically in the thinking habits and the manipulative habits required in the occupation itself.

4. Vocational education will be effective in proportion as it enables each individual to capitalize upon his interest, aptitudes and intrinsic intelligence to the highest possible degree.

5. Effective vocational education for any profession, calling, trade, occupation, or job can only be given to the selective group of individuals who need it, want it, and are able to profit by it.

6. Vocational training will be effective in proportion as the specific training experiences for forming right habits of doing and thinking are repeated to the point that these habits become fixed to the degree necessary for gainful employment.

7. Vocational education will be effective in proportion as the instructor has had successful experience in the application of skills and knowledge to the operations and processes he undertakes to teach.

8. For every occupation there is a minimum of productive ability which an individual must possess in order to secure or retain employment in that occupation. If vocational education is not carried to that point with that individual, it is neither personally nor socially effective.

9. Vocational education must recognize conditions as they are and must train individuals to meet the demands of the labor market even though it may be true that more efficient ways of conducting the occupation may be known, and that better working conditions are highly desirable.

10. The effective establishment of processed habits in any learner will be secured in proportion as the training is given on actual jobs and not on exercises or psuedo jobs.

11. The only reliable source of content for specific training in an occupation is in the experience of masters of that occupation.

12. For every occupation there is a body of content which is peculiar to that occupation, and which practically has no functioning value in any other occupation.

13. Vocational education will render efficient social service in proportion as it meets the specific training needs of any group at the time they need it, and in such a way that they can most effectively profit by the instruction.

14. Vocational education will be socially efficient in proportion as in its personal relations with learners it takes into consideration the particular characteristics of any particular group which it serves.

15. The administration of vocational education will be efficient in prpportion as it is elastic and fluid rather than rigid and standardized.

16. While every reasonable effort should be made to reduce per capita cost, there is a minimum below which effective vocational education cannot be given, and if the course does not permit of this minimum of per capita cost, vocational education cannot be attempted.

Belief in and applications of this philosophy, these beliefs, these principles and these theorems to every vocational program in every state would revolutionize vocational education in this country. The results would be:

1. A drastic reduction of enrollments in some programs graduates of which do not enter the occupations for which they were prepared.

2. A tremendous rise in the overall percentage of graduates of vocational programs who enter employment for which they are prepared.

3. A phenominal increase of confidence in and respect for vocational education on the parts of businessmen, industrialists, and legislators, both State and National.

4. A lessening or decrease of the successful inroads being made by other agencies and groups in the area of vocational education.

5. A much better job of vocational education being done at far less cost.

It is my belief that it is the solemn obligation of the States to apply and enforce this philosophy, these principles, these beliefs and these theorems to vocational education in our respective States. But I believe just as strongly that it is encumbent upon the Federal Government to enforce the vocational education Acts as written and interpreted. As I read and understand these Acts and regulations under these Acts, they clearly embody the essence of this philosophy, these principles, these beliefs and these theorems. The Department of Health, Education, and Welfare should, therefore, withhold funds from any program in any state which is not operated in keeping with the Acts unless approved specifically as experimental and demonstration types of programs. We, the vocational educators of the Nation, have consistenly justified to Congress more and more funds for vocational education based upon this philosophy, these principles and these beliefs. But when the money is appropriated we operate programs which clearly violate them.

APPENDIX G

An on-the-spot evaluation of the first day was made by participants which revealed the following results:

	Relevance	Feeling
SESSION I	6.5	5.8
SESSION II	6.1	4.9
SESSION III	6.1	5.7

SCALE:	1 - Not relevant	1 - Bored
	8 - Very relevant	8 - Excited